

REPORT

# Secondary Education Review Project



Ministry  
of  
Education

Hon. Bette Stephenson, M.O.  
Minister  
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## Introduction

### Purpose and Background

The Secondary Education Review Project was established in April 1980 by the Honourable Bette Stephenson, Ontario Minister of Education, for the purpose of conducting a thorough study of the province's secondary school system. The mandate of the Project was to examine almost every aspect of secondary schools, focusing in particular on the credit system, content and organization of the curriculum, standards and discipline, and the role of the school in preparing students for employment. The Project was supervised by a Chairman, who worked with four committees broadly representative of the Ontario education community and other important sectors of the public: an Evaluation Committee, a Reaction Committee, a Design Committee and a Steering Committee. They were assisted by a Secretariat within the Ministry of Education. (See Appendix A.) Individuals and organizations were invited to contribute their comments and proposals to the Project in writing for consideration by the committees.

At the beginning of May 1981, following intensive study and discussion by all the committees, the Project published a Discussion Paper containing 101 recommendations. Copies of the Paper were widely distributed throughout the province, inviting written responses to be submitted by June 30. The Discussion Paper was intended to act as an incentive to broad debate on the issues presented, and judging by the volume of responses, served that purpose well. From July to October 1981, the responses were systematically analyzed by the Secretariat, placed before the Steering Committee for its consideration, and taken into account in the preparation of the present report and its 98 recommendations. Many of the recommendations presented in the Discussion Paper have been revised, some left unchanged, a few omitted, and several new ones added.

The Steering Committee, which was responsible for reviewing the responses to the Discussion Paper and formulating the final recommendations, is submitting this report to the Minister of Education. It constitutes an attempt to map out possible new avenues for Ontario's secondary school system as we move through the 1980s and beyond.

Although the Project committees made every effort to reach agreement, some difference of opinion is to be expected both as a sign of healthy debate and a reflection of the complexity of

the issues. Despite variations in the amount of support for specific recommendations, the Steering Committee did reach a degree of consensus on what should go forward to the Minister of Education for her consideration. In submitting its report, the Committee has included suggestions for the implementation of key recommendations, along with possible timelines. With the formal submission of this report to the Minister, the task of the Secondary Education Review Project has been completed.

### Reaction to the Discussion Paper

Responses to the Discussion Paper vastly outnumbered the original submissions to the Project. About 600 written submissions were received prior to release of the Paper; following its publication, the Project received about 2400 submissions in the form of individual letters or briefs. In addition, a little over 2000 signed form letters or petitions were sent to the Project. Although some responses were delayed by a postal strike that coincided with the deadline for responses, the Steering Committee was able to consider all the submissions delayed in the mail.

Despite the magnitude of the response, all letters and briefs were read and acknowledged. In cases of mass mailings of form letters, petitions or other forms of collective response, a letter of acknowledgement was sent in answer to covering letters only. Every response was analyzed and summarized in point form to enable Steering Committee members to judge the nature and extent of public opinion on the issues. Summaries of the responses were then entered into the Ministry's computer-based educational research information system (ONTERIS), a data base that will remain intact to assist those who will be responsible for implementation of the recommendations. Using computer printouts, the Secretariat grouped the responses according to each individual recommendation to provide the Steering Committee with as clear an idea as possible of opinion on specific issues.

Even with this elaborate process, analysis of the reaction to the Discussion Paper proved difficult, partly because of its sheer volume and partly because of its diversity. Letters were received from individuals and small groups, petitions and form letters poured in, and numerous province-wide organizations and school boards submitted extensive briefs. Some responses dealt with only one or two recommendations, others with clusters of rec-

ommendations of particular interest to the senders, a few with all of them. Some who commented specifically on certain recommendations indicated agreement or disagreement with the remainder; others did not. In some instances, respondents supported their views with detailed explanations and relevant information; in many others, no rationale was offered. The result was that a statistically valid quantitative analysis of the responses simply was not possible. The Steering Committee and Secretariat members therefore had to devote considerable effort to assessing the relative significance of the various individual and group responses received.

To assist the Steering Committee in reaching its conclusions, the Secretariat gathered pertinent information from a variety of sources. Data were collected on numerous subjects, including the impact of certain recommendations on school timetabling, scheduling patterns in Ontario secondary schools, student mobility, the variation in number of credits earned by secondary school graduates, the capacity of Ontario universities to enrol students, examples of shared use of school facilities, advisory vocational committees, the relative numbers of male and female personnel in teaching and school administration, and financial implications of particular recommendations. In addition, the Ministry of Education commissioned Professor A.J.C. King of Queen's University to conduct a study comparing the first-year university achievement of Ontario Grade 13 graduates with that of graduates of out-of-province secondary schools.<sup>1</sup> (See References section.)

### Secondary Education and Public Opinion

In announcing the Secondary Education Review Project, the Minister of Education declared that during the current period of sweeping societal change it is essential to assess what we do. In that context, she said, the people of Ontario must try to find answers to three basic questions about secondary education: What do we want? Why do we want it? How are we going to do it? The process of inviting submissions from the public and publishing a Discussion Paper for validation and comment was an attempt to find answers to these questions, particularly the first. Although generalizing about the responses is somewhat perilous, a few broad conclusions can be drawn. The first is that people expect the schools to provide students with a solid, useful, basic education that prepares them either for direct entry into employment or for post-secondary education. Second,

while still wanting schools to take into account the variation in students' needs, interests and abilities, most people proposed that the curriculum be more prescriptive, particularly in the early grades of secondary school; few if any respondents proposed broadening the students' choice of subjects. Third, the feeling is widespread that schools ought to impose much stricter discipline than they are imagined to do at present, and finally, the public wants to be assured that standards are being maintained.

What, then, do we want? In general terms, the answers seem to be coherence and practicality in school programs, excellence and consistency in standards, a stronger sense of responsibility to the public, and greater quality control in program, instruction, and student achievement. Although the Discussion Paper received some criticism for not being "visionary", the tenor of its proposals nonetheless reflected the prevailing concerns of the public. Even those respondents who lamented the lack of imaginative proposals did not themselves recommend any radical changes to the system.

Before moving on to the second question put by the Minister, it would be useful to look briefly at where our secondary school system has been. During the past two decades it has experienced a great deal of change, as the schools strove to accommodate students with a wide range of abilities and to introduce greater flexibility into both programs and school organization. The creation in the late 1960s of the colleges of applied arts and technology opened the doors to post-secondary education to a much broader spectrum of students. In 1967, the Ministry of Education abolished the centrally set and marked Grade 13 departmental examinations, and in 1969 greatly reduced the number of school boards by creating large units of administration organized for the most part on a county basis. In this process many of the Ministry's supervisory functions became the responsibility of the boards.

Over the next three or four years, the individualized or credit system introduced ten years ago has been tightened up with the introduction of compulsory credits, many people who wrote to the Project believed that the system still allowed students too much latitude. This opinion is reflected in an Ontario survey of educational issues, in which 68 percent of respondents said that students should have some choice of optional courses, but should be required to take courses in language and mathematical skills and courses preparing them for university, community college, or employment.<sup>4</sup> Although the credit system permits matching of programs with individual needs, the high degree of choice means that students take a wide variety of courses, to the point where the term "cafeteria" system has been applied to it. As a result, the common educational experience that many expect a school to provide has been slipping away, along with the common evaluation processes that satisfy parents' need to know where their children stand.

The answer to the second question — Why do we want it? — is found both in this review of the past and in an examination of the present climate of opinion. In large part, the Project originated in response to mounting public concerns about certain aspects of today's secondary school system.

Foremost among these were discipline, the school's effectiveness in teaching basic literacy and number skills, and the apparent gap between the school and the world of work. Much of the criticism stemmed from the existence of high youth unemployment at a time when many employers complained that they could not find enough skilled labourers. Among the 15 to 19-year age group in Ontario, the average unemployment rate was 14.1 percent in 1975 and 15.9 percent in 1980;<sup>2</sup> many in this age group were young men and women who had dropped out of school (or in some cases, who graduated from it) without marketable skills. The rate was lower among the 20 to 24-year age group (9.8%) but still represented an increase from about 9 percent five years before. Rightly or wrongly, the view is frequently expressed, particularly by employers, that this unsatisfactory youth employment picture results partly from the schools concentrating too much on catering to students' individual interests or on preparing them for college and university, and too little on equipping students with the basic skills, personal attributes and technical training required for obtaining jobs and performing them satisfactorily. Job training and career preparation emerged in a recent Ontario public opinion survey as the highest priority for secondary schools.<sup>3</sup>

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Students now stay in school

longer, partly as a result of the wider choice of subjects. In 1979, seven out of ten students who had begun Grade 9 three years earlier were enrolled in Grade 12, whereas in 1955 only about four of ten who entered Grade 9 remained in school until Grade 12.<sup>5</sup> Despite this improvement in retention, many people feel that the number completing diploma programs should be higher than it is. At present, about 60 percent of students who enter Ontario's secondary schools earn a Secondary School Graduation Diploma (Grade 12) and about 24 percent obtain the Secondary School Honour Graduation Diploma (Grade 13).<sup>6</sup>

Concern about standards of student achievement is widespread, especially in regard to language and mathematics. A number of universities have instituted literacy tests for first-year students and organized remedial programs for those who fail. The colleges of applied arts and technology have for many years operated a large-scale remedial program in mathematics for students entering their programs. At the same time as colleges, universities, and some employers perceive a decline in standards, studies conducted in recent years have found little empirical evidence of such a decline.<sup>7</sup> Where it exists, the drop in achievement is often attributed to the fact, indicated earlier, that the proportion of students graduating with secondary school diplomas is much larger than it was many years ago. Regardless of what the studies show, the fact that employers and colleges and universities express dissatisfaction with the level of skill development of secondary school graduates suggests that the matter requires further attention.

## Social and Educational Change

A great many of the problems experienced by the school are the result of changes in society and rapid growth in the school system. The past two decades have witnessed a wide variety of social changes in Ontario, such as cultural pluralism, increased family breakdown, significant changes in the role of women, the emergence of the drug culture, and increasing confusion in the realm of values. At the same time, Ontario is experiencing economic changes that are reducing the number of jobs available in traditional workplaces. The shifts in Canada's economy are increasing the movement of Canadians from province to province and creating difficulties for transferring students. All too frequently, the school is expected to cope with problems outside its traditional scope for which it is not equipped, and at the same time, deal with a much wider range of students.

The past quarter century has seen a tremendous growth in the provincial secondary school system. In 1955, Ontario had 375 secondary schools and about 175 000 students. In 1979, there were 633 secondary schools with a total enrolment of just over 600 000. This growth trend has now been reversed; enrolment decline began to hit the secondary schools in 1977 and 1978, and is projected to continue throughout this decade.

Between 1980 and 1990, the Ministry of Education estimates that secondary school enrolment in Ontario will drop by more than one-fifth, losing some 136 000 students over that period.

Declining enrolment presents serious problems for everyone involved in the education process, particularly when it coincides with a period of financial stringency. School boards are under pressure to retain fewer teachers and close schools; young teachers are laid off; experienced staff members have to prepare themselves to teach courses outside their specializations; job mobility is limited for administrators and teachers alike; and relationships among trustees, administrators, and teachers are frequently strained. Often forgotten in the midst of this turmoil is the student, who, as the Commission on Declining School Enrolments Report clearly pointed out, remains the sole reason for the school system's existence.<sup>8</sup>

In attempting to respond to public concerns about secondary education, the Project found that enrolment decline compounded the difficulty of addressing such issues as curriculum, standards, teacher morale, and student discipline. Necessity, however, often stimulates initiative: school closings and reductions in program and teaching staff force schools to explore alternative strategies for providing programs, and give school boards, colleges and universities stronger incentives to share their resources. Since most economic indicators suggest that the next several years in Ontario will not be easy ones, the need to explore alternatives may prove to be a productive learning experience for all of those involved in the educational process. Several of the Project's recommendations propose that this process of exploration be expedited.

While enrolment decline may be only a transient, albeit troubling, phenomenon, there are other trends whose impact on society and education will be long-range and ultimately more profound. The rate of technological change will continue to accelerate, with the result that futures will be less certain than they used to be. Students must therefore be prepared for a life in which they will undergo continuous retraining or re-education. This kind of continuing education has already begun and is rapidly developing.<sup>9</sup> The role of women in our society has shifted dramatically. Their full participation in all aspects of our society will continue to grow, especially in non-traditional fields. Projections recently published by the Federal Ministry of Employment and Immigration predict that by the year 2000 equality of male and female participation in the labour force will be achieved.<sup>10</sup> Schools must provide similar educational opportunities for both sexes and offer role models to complement and reinforce school programs. The special educational needs of students are being increasingly addressed and more specific attention must be devoted to the education of Native students. Schools also have an increasing responsibility to accommodate the multicultural nature of our society.

As indicated earlier, our economic future is uncertain, and in view of rising energy costs and the search for new sources of



energy, conservation and environmental issues assume increasing importance. The future of Ontario is more closely tied to those of its sister provinces than ever before, and on an international level it has long been obvious that no country's future can be considered in isolation from those of other nations. Finally, as we become an older society in Canada, young people will become a minority of the population. The implications of this demographic trend for students require scrutiny now so that schools and students are adequately prepared.

## The Schools and Change

As they tried to look ahead, the committees of the Project realized that it is easier to construct a general vision for secondary schools for the year 2000 than to provide specific details on how schools will operate in 1985 as they move toward the vision. The leap to the year 2000 is not made in a single bound. Given the size and the diversity of the secondary school system, and the impact that drastic change can have on numbers of individuals and communities, the Project has developed proposals to lead us sequentially into that future. Their intent is to consolidate the content of the secondary school curriculum, to develop stronger links with Grades 7 and 8, to create the possibility for greater flexibility in school organization, to encourage alternative ways of providing programs, and to suggest initiatives for both the Ministry of Education and local boards and schools. They are proposals which call for change in an evolutionary rather than a revolutionary manner.

While respecting parents' and employers' wishes for a more directive program, the Project was keenly aware of the need to teach young people how to use freedom — a task that cannot be accomplished without giving them a taste of it. As they grow up, children and young people need to acquire a sense that they are, to some extent, building their own world and that they will have to learn to cope with

risk, uncertainty, and stress. Schools must therefore gradually extend the amount of freedom exercised by their students. Broadening of individual choice must be done with great care so that students are continually challenged but not indulged by "soft options" or discouraged by too rigorous programming.

Discussion of futures is highly relevant to the Project's objectives, one of which was to "set the criteria for a program that prepares students for the futures envisaged by society." This brings us to the third and most challenging question posed by the Minister: after we have agreed on what we want and why, how are we going to do it? How do we balance the public yearning for stability with the clear need for flexibility in the face of an increasingly nebulous future? How are schools to maintain standards and at the same time provide suitable programs for a wide spectrum of students so that they will stay in school long enough to acquire at least some basic skills? How does the education system offer new and enlarged programs when resources are scarce?

## New Directions for Secondary Schools

In response to these and other, more specific questions, the Steering Committee has made a total of 98 recommendations — on curriculum content and organization; delivery of school programs; relationships between secondary schools and colleges and universities, the community, and workplace; student achievement; school atmosphere and discipline; the continuing education of teachers; and other topics. The central recommendations propose a reorganization of the school program to give it greater coherence, breadth, and stability, and a single diploma to make it clear that students preparing for direct entry into employment are choosing as valuable and important a future as those preparing for postsecondary education.

In regard to school program, the Steering Committee's recommendations seek to provide a

more closely-knit structure in order to establish a sound base for future learning. They propose a higher proportion of compulsory credits, a higher credit requirement than the present minimum for the Secondary School Graduation Diploma, and the establishment of prerequisites for certain courses. Minimum time allotments in various subjects are being recommended for Grades 7 and 8 to ensure that the curriculum for these grades will mesh with the changes which are proposed. The expansion of compulsory credits will lead to a more common program in Grades 9 and 10, delaying extensive specialization until the later grades. This program will reflect a renewed emphasis on a traditional liberal education as a basis for lifelong learning, and is consistent with the emphasis in public input to the Project on language, mathematics, physical fitness and other traditional subjects.

Schools will continue to offer subjects at up to three levels of difficulty in recognition of the wide variation in student abilities and in the instructional methods required to be employed. The return to a more uniform program in Grades 9 and 10 will assist schools to group students in the same classes, for at least a part of their timetable, and thus reduce the sense of alienation that students on individual programs in large schools sometimes feel. Experience has shown that younger secondary school students need the sense of identity offered by belonging to a "home room", and that a more coherent structure in Grades 9 and 10 classes can turn peer pressure to positive uses. In Grades 11 and 12, students would follow a more individualized program, choosing from a range of subjects offering opportunity for specialization.

The awarding of a single diploma attempts to balance the secondary school functions of preparing students for college and university, on one hand, and for entry into employment, on the other. At present, approximately 30 percent of graduates enter university or colleges of applied arts and technology. With the growing emphasis on recurrent or continuing education, however, students who move directly into

## The Program

## **Goals and Role of the Secondary School**

the labour market, particularly those with secondary school graduation diplomas, are highly likely to carry on their education in other ways — through evening school, employer-sponsored training, or periodic returns to the formal education system. The traditional distinction between graduates who "go on to further education" and those who "go out to work" has gradually been blurring; the school's perpetuation of that distinction through a two-diploma system is increasingly indefensible. The challenge to the school is to prepare its graduates equally well for both destinations.

Many recommendations endeavour to create a higher degree of coordination among the various sectors and levels of the provincial education system. Some of the proposals relate to the movement of students from elementary into secondary school, and from secondary school into college or university. Others place renewed emphasis on cooperation and sharing of resources, both human and material, and on alternative methods of providing school programs through such sharing.

There are recommendations to bring the school closer to the broader community, especially to its business and industrial sectors. Existing programs introducing students to the workplace would be strengthened, and new avenues between school and work explored. Representatives of business, industry and labour would be consulted more frequently, and schools would try to communicate more clearly with prospective employers of their graduates.

In response to extensive public anxiety about discipline in schools, several recommendations are aimed at improving school atmosphere and dealing more effectively with disruptive behaviour. Although the measures proposed may not appear sufficiently drastic, in view of the publicity given to instances of violence and vandalism in schools, the Project found it difficult to devise sanctions beyond those already provided in *The Education Act, 1974*. The proposed reorganization of the curriculum could contribute to a more disciplined environment in that students would be more continuously involved in classroom instruction and be in more constant contact with teachers.

A number of recommendations ask the Ministry of Education to provide leadership in specific areas, and a few recommend that it exercise greater control in certain matters. While respecting the autonomy of school boards and wishing to encourage local and regional initiatives, the Steering Committee was responding to what it saw as a need for greater consistency across the province. The Project also recognized that some problems can only be resolved by the action of an agency responsible for the administration of education for the entire province.

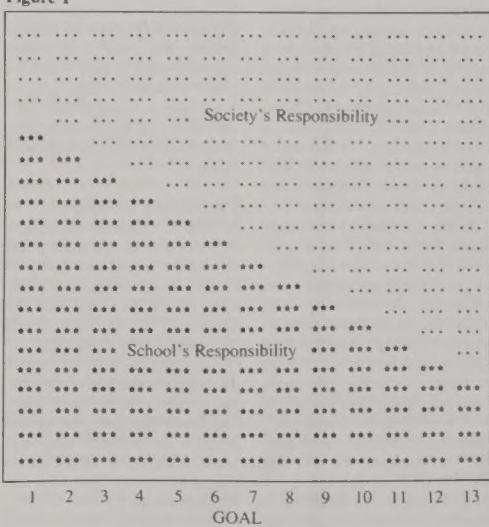
Other recommendations attempt to sharpen students' awareness of Canada's peoples and cultures and deepen their understanding of the nation's political system and economic structure. Finally, a few proposals emphasize once again the need for clear and open communication between schools and parents and schools and the general public.

Early in the course of their work the Project attempted to place the Goals of Education, as enunciated by the Ministry of Education in *Issues and Directions*,<sup>11</sup> in an order corresponding to the degree to which the secondary school can be expected to help students achieve them. The Committees undertook this task, not because they viewed some goals as more important than others, but because schools are too often held exclusively accountable for accomplishing goals that are clearly a shared responsibility. To illustrate how responsibility for the goals might be shared, the Steering Committee proposed the inclusion of the chart below, which displays the relative obligation that the school and society bear for the attainment of each goal. The goals are listed below, in a form slightly condensed from that used in *Issues and Directions*.

The Goals of Education for Ontario consist of helping students to do the following:

1. Learn the basic knowledge and skills needed to understand and express ideas through words, numbers, and other symbols.
  2. Appreciate and profit from an awareness of the various ways people learn.
  3. Learn to be resourceful and creative in acquiring new knowledge, managing personal matters, and coping with a changing world.
  4. Develop skills and attitudes that will enable them to enjoy their work and be productive on the job.
  5. Develop self-reliance in solving the practical problems of everyday life.
  6. Acquire a feeling of self-worth through their own achievement and the encouragement of others.
  7. Respect the customs and beliefs of others in their society.
  8. Learn to respect their environment and use resources wisely.
  9. Accept personal responsibility in their own communities and in the larger society.
  10. Appreciate and enjoy the arts.

**Figure 1.**



what could be done through the school to help today's students achieve them. The secondary school students of the 1980s differ in many respects from their counterparts of the past. Biologically, they mature about two years earlier than their grandparents did, and yet, on average, they stay in school longer than did any previous generation. Socially, they tend to become independent of their parents more rapidly, in the sense that they look to their friends or to the "reality" expressed in the media for their values and behaviour models. This trend is reinforced by a general weakening of family bonds; more students now live in single-parent homes or homes where both parents are working. Finally, students today are more concerned than those of ten years ago about employment and they want the secondary school to do more to prepare them for jobs.

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The recommendations in this report respond to these changing student characteristics in a variety of ways. The report proposes that students be given the opportunity to complete secondary school in four years rather than five, that they be offered instruction in life skills, that they be

## The General Shape of the System

## Diplomas

At present, a typical secondary school course involves 110 hours of classroom time. Students earn a credit for successfully completing such a course. At the end of a Grade 9 to 12 program, they are granted a Secondary School Graduation Diploma (SSGD) if they have earned a minimum of 27 credits. The 27 must include at least 4 English credits, 2 Mathematics, 1 Science, 1 Geography, 1 History, 1 additional credit in the Social Sciences, and 3 credits in Arts and/or Physical and Health Education. Students who proceed further are awarded the Secondary School Honour Graduation Diploma (SSHGD) for earning any 6 honour credits in Grade 13.

The awarding of two secondary school graduation diplomas — a situation unique in North America — presents certain problems. The existence of the Grade 13 diploma tends to reduce the importance of earning a Grade 12 diploma. In fact, the latter is not even a prerequisite for the SSHGD. Since the Honour Diploma is designed chiefly for students planning further formal education, the perceived needs of its curriculum have dominated secondary school programs. The result is that one function of secondary education — preparation for college and university — has taken on much greater importance than all the others. The dimensions of this imbalance become clear when we consider that at present only about 24 percent of students who enter secondary school earn the SSHGD in contrast to about 60 percent who are awarded the SSGD.

It is recommended:

1. That the present two graduation diplomas be replaced by a single diploma called the Ontario Secondary School Diploma (OSSD).

The awarding of a single diploma has necessary implications for the school program, and raises once more the perennial

question of the value of the thirteenth year. Since 1950, a number of studies have examined the issue of Grade 13. Most have concluded that the schools should be organized within 12 grades rather than 13.<sup>12</sup> Many students in Grade 13 reach the age of 19, an age that is socially more adult than adolescent and less appropriate to secondary schools.

Over the years, many Grade 12 graduates from other provinces appear to have fared as well at Ontario universities as our Grade 13 graduates. Since little firm evidence about the relative achievement levels of these two groups of students has been available, the Ministry of Education commissioned a research study comparing the academic performance in the first year of university of Grade 13 graduates and out-of-province students with Grade 12 or its equivalent.<sup>13</sup> The study, submitted to the Ministry in August, 1981, examined four Ontario universities that enrolled a large number of out-of-province students, and two universities from nearby provinces, chosen in order to assess the preparation of Ontario students for programs offered outside the province. For all six universities, analyses were conducted of student achievement in first-year programs by origin of students; average mark distribution in the first year; and admissions procedures. At one of the universities, the social and emotional adjustment of first-year students was also analyzed. In addition, the study examined the structure of provincial education systems and their university admissions procedures, secondary school curricula in English and Mathematics by province, and the effects of student age at university entrance on achievement.

The study found that in the admissions standards for most Ontario universities, out-of-province Grade 12 graduates are perceived to be on a par with Grade 13 graduates. Outside Ontario, the extra year that Grade 13 graduates have completed is seldom rewarded with advanced university entrance standing. The analyses of achievement data revealed no consistent results; Grade 13 graduates sometimes outperformed other students, sometimes not. In general, Ontario students tended to do as well as, or better than, students from other provinces in Arts programs. The differences were often not great, however, nor were the patterns consistent from one university to another. Little support could be found for the assumption that the Ontario school system prepares students better in terms of social maturation, even though out-of-province students who enter university are, on average, about three-quarters of a year younger than Ontario students.

The study concluded that its analyses of admission requirements and achievement patterns provided some support for the position that, in general, Grade 13 graduates are better prepared for university than students with the equivalent of Grade 12 from other provinces. It noted, however, that the "differences in achievement favouring Ontario were not substantial", and suggested that any decision to remove Grade 13 be made on grounds other than educational ones. In view of the inconclusive results of the study, it is also fair to observe that Ontario

students who are older than out-of-province students and have had one full year more in secondary school, do not excel to the degree that these differences might lead one to expect. The value of the thirteenth year remains to be clearly established.

Although opinions differ on the optimum number of years that should be devoted to formal schooling, it is the view of the Steering Committee that students, whether they wish to enter college or university or seek immediate employment after graduation, should have the opportunity to do so in 12 years rather than 13 years after Kindergarten.

It is recommended:

*2. That the present school program be reorganized, and the curriculum from Grades 7 to 13 revised, so that the single diploma (OSSD) is achievable by the majority of students by the end of Grade 12.*

The introduction of the OSSD and the proposed reorganization of school program cannot be accommodated without a revision of the present Ministry curriculum guidelines for Grade 7 and beyond. In such a revision, advanced-level courses would contain the material which would enable students to reach the level that is currently reached by the end of Grade 13. This would not necessarily involve new subject matter for advanced-level courses, but would entail a redistribution of the core material and a possible reduction of the optional units. Such a revision cannot be undertaken without an awareness of implications for Grades 4 to 6 and also for post-secondary educational institutions.

General-level courses must be thoroughly reviewed and redesigned to suit the needs of the large majority of students who do not wish to proceed to university. Such courses should be seen as relevant and practical and a means of preparation for colleges and many areas of employment. Basic-level courses will require some revision to ensure that they have a practical emphasis in respect of realistic applications in the world of work and the management of life.

The Ministry of Education will have to direct considerable resources into curriculum guideline development. Although the Intermediate Division guidelines issued in recent years are expected to form a sound basis for such development, the revised guidelines must establish a smooth transition through the grades from 7 to 12, taking into account the variation in modes of instruction between elementary and secondary school. At the school system level, administrators and teachers must be given adequate time and resources to design implementation schemes for the revised curricula. The processes of curriculum development and planning for change will have to be well advanced before the single diploma concept can be implemented. This curriculum revision needs to be assigned an immediate high priority to permit the reorganized program to be phased in during the years 1984 to 1990. Implementation of the proposed revised curriculum is discussed in more detail later.

Predictably, the proposals for a single diploma upon graduation from secondary school and for making this diploma generally achievable in 12 years rather than 13 years will be heavily resisted by those who believe that

13 drew a heavy and varied response. Although there was considerable support expressed for one diploma, opinion was sharply divided on the second recommendation. Many teachers and teacher groups opposed it, along with some school boards and numerous members of the public. They expressed concerns that compression of the curriculum would endanger the maintenance of quality in program, reduce present content, lower standards and lead to the requirement of an additional year by the universities.

The response to the Discussion Paper from the Council of Ontario Universities contained the following statements:

"This proposal would create a single diploma, requiring the same number of curricular hours as the current Honours Graduation Diploma achieved at the end of Grade 13, but allowing students to reach this level in twelve years. The universities find this acceptable as preparation for higher education, providing that (as the related recommendations propose) the curriculum is suitably revised so that the level of academic achievement attained at the end of four years' secondary schooling remains substantially the same as that now achieved after five. . . . We see no reason to believe that this compression of academic content into 12 years would bring any strong demand to abandon the 3 year general Arts degree and replace it with a 4 year general degree, assuming an equivalence in the level of academic achievement after 4 years in the proposed programme with that obtained after 5 years under present arrangements. The maintenance of standards, however, would need particular attention during the transition period."

University officials also warned about the problems of accommodating a "double cohort" in the year when the first graduates of the new program join the last of the Grade 13 classes in applying for university entrance.

Other respondents to the Discussion Paper were afraid that the tightening of the program would place excessive pressure on the students taking courses at the general level, perhaps to the point of accelerating the dropout rate. The majority of dropouts from secondary schools are students taking mainly general-level courses, as several studies<sup>14</sup> have indicated.

Moreover, Grade 13, it was argued, provided students with a useful transitional year between the structured setting of secondary school and the relative independence of college or university. It is seen by many as a year in which students can mature emotionally and intellectually, acquiring a taste of greater individual choice of subjects and studying them more deeply.

These are persuasive arguments. At the same time, students in all the other provinces of Canada are able to succeed in post-secondary education without the benefit of a thirteenth year in school, although as the King study pointed out, the elimination of Grade 13 would not make Ontario's school system uniform with that of other provinces.<sup>15</sup> Some 2 percent of the total number of students earning the SSHGD in Ontario now complete the program in four years rather than five, frequently by completing all the required credits within

the regular school term, occasionally by taking summer courses. The fact that courses leading to the SSHGD do not have to consume five full years of secondary school has received little publicity. It is not unreasonable to assume that more students could now achieve the SSHGD in four years, even without the curriculum revisions proposed. With a systematic streamlining of the curriculum from Grades 7 through 12, eliminating some (but not all) of the free time that students now enjoy during the school day, it should be possible for achievement of the new OSSD in four years to become the norm rather than the exception. What the recommendations propose is to give students the opportunity to complete their secondary school program more quickly; it does not expect that all students will avail themselves of the opportunity. For some, an additional year in secondary school will continue to be necessary, and perhaps desirable.

The concerns about the student in the general-level courses are quite legitimate. But these are concerns that can and should be met through adequate curriculum guidelines. The Ministry of Education's description of a general-level course reads as follows: "Such a course should be considered appropriate preparation for employment or further education in colleges and other non-university educational institutions" (*Secondary School Diploma Requirements - Circular H.S.1*). Students whose program comprises mainly general-level courses typically do not proceed to the SSHGD. These students are nearly three times as likely to drop out before obtaining the SSHGD as are students whose programs are composed of advanced-level courses. They are less likely to receive an OSSD now than they were in 1970. A study of school-leavers at the general level found "little evidence of a good fit between the content of general-level courses and the job requirements of graduates and dropouts."<sup>16</sup>

Clearly, substantial curriculum revision seems required in courses at the general level so that they will become more effective in vocational preparation and in preparation for study in community colleges, particularly in subjects for which Mathematics and Science are important. Courses at this level would not be compressed but revised, and in the process, may have to become more sharply differentiated from advanced-level courses than at present. The intent of curriculum reorganization would not be to place students taking general-level courses under greater pressure but to recognize differences in aptitudes, interests, and career goals.

### Curriculum Revision

At present, Ministry of Education curriculum guidelines are generally issued as follows: Primary-Junior Division (Grades K to 6), Intermediate Division (Grades 7 to 10), and Senior Division (Grades 11 to 13).

In Grades 1 to 6, as directed in the Ministry of Education document, *Education in the Primary and Junior Divisions*, the various subjects are blended into three broad categories identified as Communications, The Arts, and Environmental Studies.

There is then a distinct change in the curriculum structure: from

Grade 7 to the end of secondary school, the program is developed from specific subject guidelines such as English, Mathematics, French, Family Studies, History and Music. For curriculum purposes, it appears to be valid to make a "breakpoint" between Grades 6 and 7, rather than between Grades 8 and 9. There is no need for the physical location of students to coincide with the curriculum breakpoint. Such considerations should be left for school boards to evaluate and implement.

The Grade 7 to 12 curriculum should be structured in such a fashion as to allow students to have an increasing responsibility in the selection of courses available to them.

It is recommended:

*3. That curriculum guidelines, resource documents, and Circular H.S. 1 be revised to conform to the following pattern:*

- (a) Kindergarten to Grade 6  
(b) Grade 7 to Grade 12.*

Many respondents to the Discussion Paper inferred that a Kindergarten to Grade 6 elementary school system and a Grades 7 to 12 secondary school system were being recommended. This recommendation, it must be emphasized, applies only to curriculum guidelines and resource documents. It is expected that the guidelines will also deal with the expressed concern that the proposed organization of the curriculum might lead to early streaming and specialization. The offering of courses at discrete levels of difficulty should not be formalized until Grade 9, when the student has a choice of clearly differentiated levels in the school program. The guidelines would also be expected to direct attention to the need to tailor methods of instruction to the age and developmental level of the pupils. They must also recognize the significant change in the pupil-teacher relationship between Grades 7 and 8, where most pupils are in contact with one teacher for all or a large part of each school day, and Grade 9, where students experience much briefer contacts with a higher number of teachers.

Guidelines would be expected to provide for both core and optional material in Grades 7 and 8 to permit flexibility at the school board level. They must be sufficiently flexible to recognize that although pupils in these two grades generally work at a common level, their teachers are expected to adapt programs to suit individual students or groups. For example, the Mathematics Curriculum Guideline for the Intermediate Division, 1980, advises teachers to develop core topics in different ways: "The breadth and depth of treatment, approaches, methodologies, examples and applications, evaluation techniques and situations investigated should be tailored to the specific needs of the students concerned." In some schools, the more able students are given an enriched program in Grades 7 and 8, occasionally even being encouraged to begin work on secondary school credits.

In order to ensure that students in Grades 7 and 8 are provided with a broadly based educational experience, the revised curriculum guidelines should indicate minimum time allotments for the various subject areas in Grade 7 and 8. (One possible organization of time allotments is de-

scribed in Appendix B.)

It is recommended:

4. That minimum time allotments for the various subject areas in Grades 7 and 8 be recommended by the Ministry of Education in such a manner as to provide for a measure of local flexibility. The curriculum guidelines would contain specific reference to these time allotments.

This proposed curriculum structure would be established concurrently with the adoption of a single graduation diploma from secondary school. Curricular changes would be introduced into the Grade 7 program in 1984 and into each higher grade in succeeding years, so that by 1990 the first class would graduate from Grade 12 with the new OSSD. The following conditions would apply:

- School boards would be permitted to determine their own physical structures based on local needs and variations in enrolment.
- School personnel would assist students in making transitions that involve a substantial change in program or a movement from one school building to another, as in the move from the elementary to the secondary program.
- Roman Catholic Separate School Boards would continue to have jurisdiction over their program up to the end of Grade 10.
- Secondary schools would continue to be free to organize their programs so as to enable their students to meet diploma requirements, to meet local needs for diversity, and to provide maximum flexibility for students entering and re-entering the system.
- The successor to *Circular H.S.I.* would include cautions about forms of timetabling that allot large blocks of time (up to 80 minutes) for all class periods, regardless of whether the study of the subject is best accomplished or the needs of the student best served in this way.

### Levels of Difficulty

The names of the present four levels of difficulty at which courses may be offered are recommended in *Circular H.S.I.*. These are as follows: modified, basic, general and advanced. The number actually offered depends on the subject, enrolment, staff resources, student needs, facilities, and economic restraints.

Large schools offer a range of levels in most subjects while small schools offer many courses at only one level. Because of declining enrolments and financial restraints, there are an increasing number of multi-level classes in which groups of students in the same class take the subject at different levels. This trend is expected to continue.

Courses offered towards the SSGD are usually available at several levels, but Grade 13 courses for the SSHGD are offered at the advanced level. Students who plan to enter Grade 13 prepare themselves in previous years by taking most of their courses at the advanced level. Some schools offer courses at an "enriched" level, which is more challenging than the advanced. The total number of levels at which courses are offered should not become so great as to be unmanageable or so low as to become restrictive. At present, many schools lack the resources to offer four levels. Moreover, as a result of recent legislation, students with special educational

needs will henceforth be accommodated in new kinds of programs not specific to any level.

The term "modified" has been interpreted to describe courses formerly labelled "services" or "vocational", and "basic" to describe courses usually called "occupational". Students taking courses at the modified level tend to be those with various learning problems; some of these students, however, are capable of taking courses at the basic level as well. In practice, the two levels are frequently combined as "modified-basic". The percentage of students enrolled in courses at both these levels is less than 10 percent. According to Ministry of Education estimates of enrolment in September 1980, only about 4 percent of students were enrolled in modified-level courses. It is the view of the Steering Committee that basic-level programming can accommodate students who now take courses at both basic and modified levels. Adaptations can be made for groups, such as entire classes in vocational secondary schools where the proportion enrolled in technological subjects is high, as well as individuals classified as "exceptional" under the provisions of the recent amendments to *The Education Act, 1974* by Bill 82.

It is recommended:

5. That the Grades 7 to 12 curriculum guidelines be developed in a fashion that permits the design of Grades 9 to 12 courses at three levels of difficulty - basic, general, and advanced - and allows programs at all levels to be adapted to meet the special needs of students. It is recognized that some specialized subjects will be offered at only one or two levels of difficulty.

Many parents, along with educators in the field of Special Education, reacted negatively to the recommendation on levels of difficulty. The proposal was interpreted as an abandonment of students now taking modified-level programs. It was the understanding of the Steering Committee, however, that the amendments to *The Education Act, 1974*, enacted by Bill 82 would not only provide for these students, but do so more adequately than is possible with the present modified-level courses. The fact that the implementation of Bill 82 is just beginning, and its long term effects and implications still largely unknown, inevitably clouds our view of the situation.

The purpose of the Steering Committee's recommendation is to reduce ambiguity, as the distinction between basic and modified levels has rarely been articulated clearly.

In recommending three levels, the Steering Committee assumes that present modified-level courses will continue until appropriate programs are provided for the students currently enrolled in these courses. In certain cases, schools and boards may wish to adapt a program for groups of students as well as for individuals. Under the provisions of Bill 82, adaptations will presumably be made from all three levels to suit the needs and capabilities of individual students. Gifted students, for example, can be offered enriched courses built on the advanced-level programs.

### Credits

Since the establishment of the present credit definition, most

courses have been designed to be of equal length and value and occupy from 110 to 120 hours of scheduled time. Although fractional credits are permitted, they have not proved popular.

While "long" or "full-year" courses are valuable, there are advantages in making some "short" courses available to students. Such courses would be appropriate in areas such as Guidance, Health, Physical Fitness, and Life Skills. Short courses could enable students to do make-up work if transferring from one program to another. They would be useful for flexible approaches to continuing education, re-entry to the secondary school, and possible sampling of areas of the program before making a long-term commitment in an unknown area.

It is recommended:

6. That the credit be defined on the basis of 30 hours, that all courses be established in multiples of the 30-hour credit unit and that this credit system be applied to Grades 9 to 12.

This means that a typical full year course of 120 hours would become a 4-credit course. Naturally, some courses could be offered with higher or lower credit values. Ninety-hour courses of 3 credits each may become appropriate for some semestered schools and night schools. Shorter 60-hour courses, worth 2 credits, might be applicable in such instances as a fitness program, a Guidance course, or a half-year course involving Biological Science with the other half involving Physical Science. One-credit modules, while less frequently used, may be useful for presenting units in life skills or for allowing students to explore various technological options.

Although the use of a 30-hour base for credits received substantial support because of the flexibility it permits, concerns were expressed that such a system would lend itself too readily to fragmentation and that it would create insuperable timetabling problems. The intention is to refrain from dividing all courses into 30-hour units; rather, each course would be assigned a value of a certain number of credits. In addition, new Ministry of Education curriculum guidelines and a revised document that would replace *Circular H.S.I.* would be expected to include prescriptions about credits that would serve as further protection against fragmentation of subject matter. For example, the sequential nature of some subjects should be reflected by providing courses of multiple credit value; Mathematics and second languages are obvious cases in point. Within the limits of the new and more detailed guidelines, the school principal and appropriate members of the teaching staff would together determine the length of courses and their corresponding credit values. The timetabling difficulties foreseen have been partially resolved by the added restrictions on subject choice in Grades 9 and 10, as specified in Recommendation 8.

### Breadth of Program

Currently, there are four "areas of study" in secondary school programs. Each student must select courses in each area so that some breadth of experience is ensured. The principal of a school classifies the courses into

the four areas. However, a subject placed in one area in one school may be placed in a different area in another. This lack of uniformity in the classification of subjects has given rise to some concern, particularly when students move and find that plans based on their first school's classification are thwarted by the second school's classification.

It is recommended:

7. That the current approach to areas of study be discontinued and that courses in all subjects in Grades 9 to 12 be placed in compulsory or elective groups so as to ensure breadth in program and permit opportunities for concentration.

Much of the input to the Project has underlined general concern over the large numbers of unassigned periods in many students' timetables. A comparison of the minimum amount of classroom time required for the present and proposed diplomas is given below. It shows that students' timetables would be fairly full throughout the Grade 9 to 12 program.

(a) For the current SSGD: 27 credits at 110 hours each amounts to almost 3000 hours in Grades 9 to 12.

(b) For the current SSGD and SSHGD: 33 credits at 110 hours amounts to a little over 3600 hours in Grades 9 to 13.

(c) For the proposed OSSD: 120 credits at 30 hours each amounts to 3600 hours in Grades 9 to 12.

specified that this language be one of Canada's two national languages, French or English.

The Steering Committee agrees with the intent of these presentations. One of the most remarkable developments in our schools over the past dozen years has been the growth of French as a second language at the elementary level. Immersion programs in particular have proved most successful, and demand for them remains strong. During the same period, enrolment in French as a second language in Ontario secondary schools has dropped considerably. Enrolment may rise as more pupils from immersion classes reach secondary school, but the fact remains that too few secondary school students are studying French. Although the Steering Committee believes that many more students than are now taking French (or another second language) could profit from doing so, it decided, with some reluctance, not to make the study of any second language compulsory in secondary schools. The reasons are twofold. First, most current research indicates that a second language is more easily acquired by students at an earlier age than that of many students entering secondary school. Second, for many students in Ontario, French (or English) is not a second but a third language and the imposition of it in secondary school not only would inhibit their program choices but, for many, pose a considerable burden.

As a compromise, the Steering Committee decided to encourage students to study French or English as a second language by allowing them to apply four credits in either language toward the total of 56 compulsory credits required for the diploma. In addition, the group of electives (from which at least 10 must be selected) includes languages other than the one chosen by the student to meet the 16-credit requirement in English or Français.

Later in this report (See Recommendation 84) the Steering Committee recommends that the study of English no longer be compulsory for students in French-language schools.

Respondents from many constituencies emphasized the need for fitness and health as a basis for successful living, particularly in view of the trends in today's society toward a sedentary way of life and inadequate nutrition. Students in Grades 9 and 10 especially, many argued, should be required to take Physical Education.

In addition, many people expressed disappointment with what they considered the Discussion Paper's sparse treatment of the role of the Arts. They contended that the Arts are vital to living a full life, and provide both a context in which people can express themselves creatively and a means by which they can understand and appreciate the society around them.

A number of respondents argued that the requirement of 120 credits (3600 hours) would place undue demands on students in general-level courses and could increase the failure and dropout rates. As observed earlier, however, the high dropout rate among students in general-level courses can best be counteracted by guideline revision that ties the curriculum more closely to the aptitudes of students and the needs of the labour market. The assumption is being made that since students



taking general-level courses fail more often, they need a timetable that allows ample room for repeating subjects. The Steering Committee considered this concern very seriously but it is its view that attention should be focussed on the reasons for failure, and courses revised so that these students have the same chance of success in a general-level course as do students undertaking advanced-level courses.

Still other submissions pointed out that students with learning disabilities, or students for whom the traditional ways of teaching subjects are clearly unsuitable, will have serious difficulty. Often such students are withdrawn to a resource centre for a part of each day for more individual instruction. This is frequently done by utilizing a "spare period" in a student's timetable, a practice easily accomplished under the present minimum diploma requirements, but more difficult an accomplishment under the proposed and more demanding requirements.

The Steering Committee is sympathetic to this concern and is proposing that for such students, substitutions for up to 16 compulsory credits may be made in order to accommodate their needs. During this period of emerging provisions for exceptional students, overly rigid prescriptions must be avoided. Exceptional children are by definition "exceptions" to the rule. We do not yet know how the intent of Bill 82 will work out in practice, but we are assuming that under its provisions no student will be expected to meet standards which are unrealistic for that student. We are equally aware that students who learn at a much slower rate, or require considerable additional assistance, may take longer than four years of secondary school to achieve the proposed OSSD.

It is recommended:

8. That the OSSD be granted to students who earn a minimum of 120 credits, distributed as follows:

#### Compulsory Credits (total of 56)

- 16 credits in English and an additional 4 credits in either French or English

OR

16 credits in Français and an additional 4 credits in either Anglais or Français;

- 8 credits in Mathematics;
- 8 credits in Science;
- 4 credits in Geography;
- 4 credits in History;

- 4 additional credits in the Social Sciences;
- 4 credits in the Arts;
- 4 credits in Physical and Health Education

#### Elective Credits (total of 64)

An additional 64 credits selected by the student from available courses provided that the 64 credits include at least 10 credits from among the following:

- Languages
- Family Studies
- Business Studies
- Technological Studies

Notes:

(a) Elective credits may be earned in all subjects, including those named in the compulsory credit list, provided such electives are over and above the compulsory credits. The elective credits allow for concentration in a specialized area of the curriculum.

(b) The 16 compulsory credits in English or Français would include at least 8 credits for Grade 11 and/or 12 courses.

(c) The 4 compulsory additional credits in the Social Sciences would be chosen from Grade 11 and/or 12 courses developed from guidelines in Economics, Geography, History, Law, Man in Society, People and Politics, Urban Studies, World Religions, and such other guidelines as may subsequently be designed.

(d) The 4 compulsory credits in the Arts would be chosen from courses developed from guidelines in Art, Dramatic Arts, Music, Screen Education, Visual Arts, and such other guidelines as may subsequently be designed.

(e) The "Languages" elective would include any language not selected by the student to meet the compulsory 16-credit requirement in English or Français.

(f) It is intended that the majority of the compulsory credits, with the obvious exceptions assigned to Grade 11 and/or 12 courses, be earned in the first two years of secondary school. However, the application of this ruling would be left to the discretion of the principal of each school.

(g) A maximum of 8 credits toward the OSSD would be awarded to students who present evidence of satisfactory standing in certain recognized programs offered by conservatories of music. Of these credits, 4 would be at the level now accepted for credit toward the SSGD and 4 would be at or above the level now accepted for the SSHGD. (See Circular H.S.I.)

#### Substitute Credits

Earlier in this report, reference was made to the difficulty which might be encountered by students with certain learning disabilities or by students for whom the traditional classroom has already proven to be an inappropriate setting for learning. The former may require withdrawal from a class or classes for varying periods of time in order to receive more individualized and specific assistance. In the case of the latter, a technical or services shop or a co-operative education program may provide better setting in which to achieve academic goals such as language skills or science concepts.

It is recommended:

9. That courses developed by the principal and staff of the school and meeting the intent of the curriculum guidelines, may be offered for up to four credits in each of the following compulsory subjects:

- English and/or French
- or
- French and/or Anglais
- Mathematics
- Science
- Social Sciences

Such substitutes would be provided only for those students working predominantly at the basic level or for those students identified as having learning disabilities and for whom withdrawal programs are considered necessary.

#### Transcripts

An adequate record of school achievement is important to the student for personal appraisal and for purposes of employment or entry to post-secondary education. A diploma alone provides no detailed information. Present transcripts are issued by schools and vary greatly across the province. Such records give different kinds of information and their diversity has hampered clear communication.

It is recommended:

10. That schools be required to keep a record of scholastic achievement for each secondary school student on a common form called the Ontario Student Transcript (OST) and that the transcript indicate:

- the names and common codes of all courses successfully completed;
- the credit value of each course;
- the level of difficulty of each course;
- the achievement of the student in each course;

- an area of concentration that has been fulfilled by the student, if applicable.

As an incentive to some students and as useful information for employers in business and industry, it is proposed that the OST recognize two areas of concentration for students who obtain a given number of credits in Business or Technological Studies, whether they earn a diploma or not.

It is recommended:

11. That areas of concentration be recognized on the OST for all students who earn at least 32 credits in either Business or Technological Studies.

Some of those who wrote to the Project urged that recognition of the areas of concentration be extended to other clusters of subjects that a student might undertake, particularly school-related or community-related packages (See Recommendations 52 and 53). The Steering Committee recognizes that certain of these packages or clusters of subjects will be designed so that they give the student an area of concentration in either Business or Technological Studies. In general, we believe that either of these two designations on the student transcript will suffice. Both are broadly applicable and relevant to the purpose of the designation — to help employers identify a student's background more readily. Although the Steering Committee is not prepared to recommend an extension to additional areas of concentration, requests for extension could be reviewed by the Ministry of Education.

#### Provincial Certificate

Some students may not earn a diploma, but may be able to complete at least half a secondary school program (corresponding approximately with the age of 16). As an indication of their achievement and as an incentive, they might be awarded a provincial certificate. This certificate would be available to all students who meet the requirements stated in the following proposal.

It is recommended:

12. That a form of provincial certificate be available to students who leave school prior to achieving a diploma, provided that they have earned the following credits:

• English or Français	8
• Mathematics	8
• Science	4
• Geography	4
• History	4
• and an additional	32
Total	60

#### Instructional Days

There is an increasing concern over interruptions in the regularly scheduled classroom instruction. Many of these are educationally beneficial, but while this may be so, the instructional time available to students must be judiciously controlled.

It is recommended:

13. That the number of instructional days in a school year be maintained at no fewer than the present minimum requirement of 185 and that this number include no more than 15 days for formal examinations.

Strong objections have been raised, particularly by schools and some boards, to the suggested imposition of a 15-day limit on formal examinations.

This limitation was proposed in part because the Project wished to strengthen the trend toward a more balanced process of evaluating student achievement. "The most effective form of evaluation" according to *Circular H.S.I.*, "is application of the teacher's professional judgement to a wide range of information gathered through observation and assessment." The use of formal examinations forms part, but only part, of this kind of continuing evaluation of student progress.

A separate review by the Ministry of Education will be investigating the regulations governing the school year. The Steering Committee is aware of this review but still wishes to make its own recommendation on the number of instructional days in a school year.

#### New Computer/ Communications Technology

The rapid development and increasingly widespread use of new technologies, particularly computers, are expected to exert profound effects on learning generally, whether it takes place in school, home, or workplace. Some observers predict that present and emerging technologies will radically transform the learning process by freeing students from the constraints of learning in a particular place or at a defined time. A great many Ontario students already have access to computer-aided instruction, and on the immediate horizon are such striking new developments as videotex and videodisc. Videotext is interactive television, and Canada, with its Telidon system, is a world leader in the field. Videodisc, similar in form to records, can contain massive amounts of information in both audio and visual forms, and with the use of a laser beam, search out items in seconds. The extent to which formal education makes effective use of these technologies depends on many factors: the degree of leadership offered by the Ministry of Education, the amount and quality of teacher education in this area, the development of software (programming) that is pedagogically sound, and careful planning in the purchase and use of hardware.

Considerable evidence is already available that some pupils can learn certain subjects or parts of courses more rapidly through interaction with computers than through traditional methods. Care must be taken, however, to ensure that the socializing function of the school is maintained, and that humanity is not overcome by technology. The role of the teacher will continue to be important, and in fact, may well become more challenging, as "drill and practice" and forms of rote learning are delegated to computer terminals. In a society in which computers are playing an increasingly central role, both teachers and students need to acquire a degree of "computer literacy" in order to understand and manage the technology.

Earlier this year, the Ministry of Education established a Provincial Advisory Committee on Computers in Education. In October 1981, the Minister of Education announced that specifications had been developed for an educational microcomputer to be manufactured in Ontario. Purchases by school boards of the new microcomputers will qualify

for provincial grants covering 75 percent of the cost, on average. At the same time, the Ministry of Education is proceeding with arrangements to stimulate the production of computer-based learning materials and data bases compatible with the hardware specifications developed. These materials will be directly related to the objectives in Ministry guidelines and will be evaluated by the Ministry.

It is recommended:

**14. That the Ministry of Education continue to provide leadership in the effective use of the new electronic technologies by assisting boards, schools, and teachers**

(a) to develop outlines of possible courses that could be introduced at early stages of schooling and continue to enable all students to become reasonably familiar with the impact of information technology on their present and future lives;

(b) to include, at appropriate places in the secondary school program, information on the new technologies;

(c) to pursue ways and means by which information technology, with its attendant hardware and software, may be acquired and applied to methods of teaching and learning.

## Across the Curriculum

Some features of the curriculum are best treated as components of many subjects, and in some cases, of all of them. Probably the most notable example is the policy of Language Across the Curriculum, which urges teachers of all subjects to assist their students to express themselves clearly and correctly in both speech and writing. Language continues to be taught as a separate subject as well, but there are some topics that lend themselves more readily to "across-the-curriculum" treatment than to study in independent courses. One of these, in the Steering Committee's view, is the area of life skills.

Life skills are those skills, beyond formal language and mathematics, that are required for successful management of one's life. In today's increasingly complex society, these skills are receiving closer attention, as it becomes apparent that owing to societal changes the skills once learned from family or community either are not being taught or are no longer adequate. Topics such as fitness, nutrition, parenting, personal resources management, human relations, career planning, computer literacy, law, and problem-solving are examples of important lifeskill areas. The Ministry of Education has prepared a validation draft of a Life Skills/Management Guideline, including twelve separate topics, some of which have been mentioned above, intended for students from Grades 7 to 12. This draft is now being distributed to a sample of teachers throughout the province for comment and validation.

Opinion among respondents to the Discussion Paper was sharply divided on the question of where and how life skills should be inserted into the school curriculum. Some contended that its importance to students today required treatment as a separate subject, and that weaving elements of life skills into various subjects was unrealistic, since teachers might overlook them under the pressure

of covering the material central to the course. Others agreed with the Project that the various skills should be taught in the context of certain subjects. Fitness and nutrition, for example, could be taught in Physical and Health Education, parenting in Family Studies, human relations in English and the Social Sciences, and so on.

Although the Steering Committee was sensitive to the concerns expressed, it felt that where possible life skills should be taught in context, particularly in compulsory courses to ensure that students were exposed to them. If important elements of life skills cannot be integrated within the compulsory subjects, it may then be necessary to offer a specific course.

It is recommended:

**15. That curriculum guidelines, particularly in the compulsory subjects, include life skills in the core part of the program where appropriate to the context.**

The importance of the Arts has been emphasized already, and their significance recognized by inclusion among the compulsory subjects. Many other disciplines, such as literature, history, and related social sciences, reflect the influence of the Arts. Teachers of these and other subjects should seek opportunities to stress the importance of the Arts to society as a whole, and the value to the individual of active participation in the Arts as well as cultivation of an appreciation of the creative efforts of others.

It is recommended:

**16. That the role of the Arts as interpreters of society be given increased emphasis in curriculum guidelines and resource documents.**

The issue of morals and values education has emerged as a significant concern in the Project. Schools should make a positive and constructive approach to fostering the moral development of students for their own good and the benefit of society. Morals and values education should be woven into the fabric of the entire curriculum.

It is recommended:

**17. That the Ministry of Education provide, as soon as possible, a resource document that would act as a guide to teachers to help them incorporate morals and values education in the curriculum.**

Resource documents are issued by the Ministry of Education to assist teachers with ideas for and approaches to curriculum presentation. They draw upon the combined expertise of practicing teachers across the province, and are assembled by a writing team composed of teachers and Ministry education officers. In the case of morals and values education, the resource document should be prepared very carefully with broad consultation with many constituencies, e.g., churches, ethnic groups, women's groups, and should include a plan for local community involvement in program development. Probably more than any other subject area, morals and values education requires a sensitivity to the feelings and beliefs of the people who live in the community in which the school is located.

## Languages

### Second National Language

Since it is desirable for all stu-

dents in Ontario to reach a level of proficiency in both national languages by the end of secondary school, boards should be expected to make available adequate opportunities for students to take both languages, in elementary school as well as secondary. In the past, while Ontario francophone students learned English early in life, opportunities for the English-speaking majority to study French were largely limited to secondary school, despite growing evidence that younger children acquired a second language with greater ease. During the past fifteen years, however, steps have been taken to rectify this situation by introducing French into the elementary school program in various ways, the most common one being Core French, for which the current grant structure encourages the provision of a minimum of 40 minutes of instruction per day.

In 1977, the Ministry of Education introduced a new program in French instruction for Ontario students, described in the *Guide for the Development and Planning of French as a Second Language*. The program stressed two features: first, each school board would be responsible for determining the program in its own jurisdiction and for submitting plans to the Ministry for approval; and second, the Ministry would endeavour to review plans in terms of program structure, efficiency, elementary/secondary co-ordination, and program evaluation. The Guide was prepared in response to the varied needs for French-language learning expressed throughout the province and was meant to allow as much local flexibility as possible.

*French: Core Programs*, a Ministry of Education curriculum guideline intended for all grades from K to 13, has recently been published and distributed to school boards. Although boards have considerable flexibility in the development of Core French programs, the Ministry encourages them to work towards making Grade 4 the starting point for French instruction. Students taking a daily 40-minute program from Grade 4 to Grade 13 would accumulate 1200 hours of French — the amount believed necessary to acquire a basic competence in the language. Enrolment statistics provided by the Ministry show that the percentage of English-speaking students enrolled in programs in French as a Second Language (FSL) in elementary schools has steadily increased. In 1979-80 some 90 percent of the English-speaking Grade 6 pupils were enrolled in FSL programs and 56 percent of the corresponding Grade 4 pupils were also enrolled in FSL programs, in contrast to 66 percent and 30 percent seven years earlier. The overall proportion of K to 8 pupils enrolled in FSL programs in 1979-80 was 58.8 percent of English-speaking pupils, or some 660 000 pupils.

The new guideline suggests content for four programs, beginning in Grades 1, 4, 7, and 9, and encourages boards to plan sequential programs regardless of the beginning grade. Implementation of the guideline commenced in September 1981.

The Project concurs with the Ministry of Education in urging school boards to introduce FSL programs by at least Grade 4, and advocates a review of the program following implementation

in order to monitor its effectiveness. While the Project had no mandate to examine or make recommendations about the Primary or Junior Divisions (K to Grade 6), it felt that in the case of second-language acquisition, the provisions for language learning in the Intermediate and Senior Divisions (Grades 7 to 13) could not be addressed without reference to the pupil's earlier school experience.

It is recommended:

**18. That school boards provide programs in both national languages as follows:**

(a) a first national language would be offered in all grades, K-12;

(b) from at least Grade 4 to Grade 8, the second national language would be compulsory for all students, except for those granted exemption in extenuating circumstances;

(c) from Grades 9 to 12, the second national language would be offered to assist students to meet the compulsory requirements for the OSSD.

guidelines. Alternatively, in cases where a few students wish to study a particular language for which no guideline exists, the Ministry could explore the extension of an approved experimental course by producing a resource document.

It is recommended:

**20. That the Ministry of Education explore the development of curriculum guidelines for languages other than those presently covered (English, French, German, Italian, Russian, Spanish, Classical Studies — Greek and Latin).**

## The Social Sciences

The present Grade 7 to 10 courses in Geography and History contain a preponderance of Canadian studies. It is essential that students at the secondary school level obtain not only a Canadian viewpoint but also a grasp of some of the issues that pertain to international concerns and global perspectives.

It is recommended:

**21. That the curriculum guidelines in Geography and History for Grades 7 to 10 be reviewed to provide a better balance between Canadian and international content and to ensure that Canadian Geography and History are presented within a global context.**

Students entering the secondary school from foreign countries, even if they enter school during the senior years, should be required to take at least one course involving Canadian Geography and one involving Canadian History in order to qualify for the OSSD.

The presentation of Canadian History and Geography should reaffirm the concept of Canada as a homeland for diverse peoples who can be proud of their roots and at the same time work and live together as Canadians. The concept should be sufficiently broad to embrace the contributions of the Inuit and Indian cultures, the two founding peoples (British and French), and the numerous peoples from all parts of the world who have emigrated to Canada over the years to become part of the "Canadian mosaic". Wherever possible, teachers of other subjects should incorporate this concept into their programs.

It is recommended:

**22. That the proposed curriculum revision, both through the social sciences and through emphases in other areas, such as language and arts, give emphasis to the concept of Canada as a homeland of many peoples in which its diversity and its shared values are both important elements. The resulting design should:**

(a) reflect the fact that the French-Canadian way of life provides a major avenue by which a Canadian identity can be assumed;

(b) foster an appreciation of multiculturalism by incorporating core units in some compulsory subjects so that an element of multiculturalism becomes part of every student's program; and

(c) include, as an integral part of the curriculum, provision for students to learn about the Native peoples and Native life-styles in both their historical and present-day contexts.

The Ministry of Education has in the last few years published two resource guides entitled *People of Native Ancestry*, one for the Primary and Junior Divisions, the other for the Interme-

diate Division. The latter provides teachers from Grades 7 through 10 with a foundation for building study units that can be integrated into existing subject areas or for constructing experimental courses in Native Studies. The guides were developed to help students appreciate the contributions of Native people to Canadian society and the issues they confront as they try to express their cultural identities.

Several submissions to the Project underlined the need, in today's increasingly complex society, to introduce students to key elements in the economic structure of Canada, particularly the roles and interrelationships of governments, private sector corporations, and labour unions. Care should be exercised so that a proper perspective and balance are maintained in any consideration of the roles of management and labour in the free enterprise system. Since economic elements are closely interwoven with political factors, students should also acquire a grasp of the basic structure of our political systems.

It is recommended:

**23. That the Ministry of Education develop a new curriculum guideline in the Social Sciences that would provide students with an understanding of the political and economic structure of Canada. (Following development of this guideline, consideration should be given to having courses developed from it used to fulfill the diploma requirement of 4 additional credits in the Social Sciences.)**

#### External Credit Courses

Apart from the special provisions for mature students, the only present example of external credit courses are certain music courses offered by conservatories of music. These are designed, administered, and evaluated without the direct involvement of the Ministry of Education or secondary schools, but are approved for diploma purposes. Pressure has been exerted for many years by other groups involved with education in areas such as athletics, ballet, popular music, speech arts, and 4-H clubs (agriculture) for the right to grant external credits toward a Ministry of Education diploma.

The Discussion Paper, following careful consideration, did not support an extension of the right to grant external credits for courses outside the school's jurisdiction. It went further and recommended that the practice of permitting credits for conservatory of music programs be discontinued. The Project was strongly criticized for proposing the removal of a program long considered as very demanding of students.

The Project, however, had received a number of requests to provide other organizations with the same external credit privileges. None had the background of established practice in offering equivalent credits that the music conservatories possessed. Since the school is ultimately responsible for awarding credits for student achievement, the Project was reluctant to extend the practice to organizations outside the school's purview, as a matter of principle. It was for this reason — and the fact that these music programs are available only to those who can afford the fees — that the Project made its recommendation. There was never any suggestion that the standards of the

program are not rigorous. Nevertheless, this recommendation received so little support and encountered such widespread opposition that the Steering Committee has amended it.

It is recommended:

**24. That in the reorganized curriculum, with the exception of the special provisions for mature students and the recognized programs offered by conservatories of music, the practice of awarding external credits not be extended. (See also Recommendation 8, note (g).)**

#### Prerequisites

The present policy stated in *Circular H.S.1* regarding prerequisite courses is as follows:

"The principal, in consultation with the staff, may make recommendations regarding prerequisite courses. A course may be designated as a prerequisite to another only if it is absolutely essential for the successful understanding of the subsequent course. Where prerequisites are identified by the principal, it must be made clear to the students and their parents that such prerequisites are recommended routes for the majority of students. Prerequisite courses should be kept to a minimum."

Over the past few years, variations in prerequisites from school to school have created difficulties for students transferring from one school to another and have led to a lack of uniformity in requirements across the province.

It is recommended:

**25. That the Ministry of Education curriculum guidelines establish prerequisites for courses, where appropriate; that information on such prerequisites be communicated clearly to students and parents by the school; and that in cases where individual students or parents request exemption from prerequisites, school principals be allowed to rule on the request.**

#### Student Transfers

Many students transfer from one course or program to another within a school or from another school and consideration must be given to methods which will reduce the difficulties often encountered in such circumstances.

It is recommended:

**26. That when a student transfers from one secondary school to another, the receiving principal be granted the right to award credit for work begun in the sending school but completed in the receiving school.**

The Project recognizes that the implementation of this recommendation will require careful and conscientious attention. The receiving principal must be clearly informed by the sending principal just how much work the transferring student has actually completed. In these cases, school-to-school documentation must be clear, prompt, and accurate; otherwise the receiving principal is placed in an awkward position in attempting to give a transferring student the credit to which he or she is due. Such documentation might be facilitated through the design of a standard form to be used for student transfers.

#### Curriculum Guidelines

The Ministry of Education periodically issues curriculum guidelines in the various subject areas and for the four existing divisions of the K-13 system — primary,

junior, intermediate, and senior. These are sets of general directions for teachers, which are intended to assist them in developing specific courses of study in their own schools. The Steering Committee views Ministry guidelines as essential in order to ensure that certain subject matter and skills are taught in all schools across the province. In the absence of external province-wide examinations, guidelines serve as a kind of controlling mechanism, steering a course between a measure of uniformity and local option in course design.

Submissions to the Project contained a substantial number of suggestions for the improvement of curriculum guidelines. Some of these concerned their level of specificity, the distinction between which material is "core" or essential and which is optional, and the extent of overlap from one guideline to another. Others stressed the need for the guidelines to direct attention to the process of learning in addition to proposing content. Various submissions urged that a more broadly representative group of people participate in the development of guidelines, at least in the initial stages, to allow for expressions of opinion from those not directly involved in the operation of the secondary school system. Teachers asked that sufficient time be allowed for implementation of new or revised guidelines in view of the practical difficulties involved in creating learning materials and incorporating them into existing programs.

Finally, the Ministry of Education was urged to ensure that the guidelines are revised with sufficient frequency to keep abreast of the changing state of knowledge in certain subject fields.

It is recommended:

**27. That all curriculum guidelines (a) contain both subject content and clearly defined expectations regarding the skills, processes, and evaluation procedures applicable to each of the levels of difficulty appropriate to each subject;**

**(b) designate material in each course described in the guideline as either "core" or "optional"; and**

**(c) emphasize how people learn and how the development of good attitudes can help them learn more effectively.**

**28. That the Special Education Branch of the Ministry of Education be involved in the development of all curriculum guidelines and resource documents so that suggestions to assist pupils with special educational needs may be incorporated. Terminology relating to the various special educational needs should be consistent in all curriculum guidelines.**

**29. That the amount of overlap between subjects in curriculum guidelines be reduced, and that where overlap does occur, there should be cross references from one guideline to another to ensure that common content is taught from different perspectives in different courses.**

**30. That, where appropriate, curriculum guideline committees provide for informed input from groups such as business, industry, labour, universities and colleges, in addition to teachers.**

**31. That the Ministry of Education allow a reasonable time for curriculum guidelines to be implemented after distribution, having consulted with producers of learning materials and school**

**boards on the amount of time needed, and then ensure that such timelines are adopted across the province.**

**32. That the Ministry of Education ensure that curriculum guidelines are brought up to date at appropriate intervals.**

the dramatic increase in the numbers and proportions of young people availing themselves of the right to education in the senior years of secondary school and in post-secondary institutions."

"There is strong evidence that the group of students passing through the interface between secondary and post-secondary studies is as well-educated and as well-prepared in basic skills as were similar groups in Ontario in the past, and as are comparable groups of students in other countries."

In spite of the above findings, some universities require entrants to take literacy tests and some are in the process of revising admission requirements to include limiting factors on Honour Graduation credits acceptable for admission purposes.

The relationship between post-secondary admission requirements and secondary schools has always been a close one. Changes in curriculum in the secondary schools can affect admission requirements for post-secondary institutions; changes in admission requirements can affect the secondary school curriculum. The level set for Grade 13 and the expectations of the universities exert a "steering effect" on the curriculum of the secondary schools, starting with Grade 13 and extending into all the lower grades. For example, several years ago the removal of a second language requirement for admission to universities accelerated a trend to declining enrolments in French as a second language.

In recent years, secondary school teachers and post-secondary instructors in some subject fields have collaborated to produce lists of "enabling knowledge". These have identified the minimum amounts of subject content that the student should presumably know in order to cope with first-year post-secondary courses in the same subject. While it would seem simple enough to encourage the wider development of such lists, the diversity of the many post-secondary programs in Ontario and the potential steering effect referred to above, suggest caution with such an approach.

While it is acknowledged that there is a body known as the Ontario Universities' Council on Admissions, to whose meetings observers are invited from the secondary schools and colleges of applied arts and technology, it is the view of the Steering Committee that representatives of both the secondary and post-secondary education systems should meet regularly to discuss all aspects of their relationship, particularly college and university admission requirements and the secondary school curriculum.

The preparation of students for admission to college and university will continue to be one of the primary functions of the secondary school. It is critical to the effective performance and monitoring of this function that there be better articulation between the secondary and post-secondary sectors of education, including the collection of more specific and comprehensive statistics.

It is recommended:

**33. That the Ministries of Education and Colleges and Universities regularly convene meetings at both regional and provincial levels, of representatives from both secondary and post-secondary sectors of education, to discuss and clarify the criteria**

*for admission to post-secondary institutions in light of the program roles of secondary schools and post-secondary institutions.*

## The School and the Workplace

The relationship between schools and the world of work has in recent years become a focal point for public concern. This concern was reflected in the results of an Ontario-wide survey, conducted in September 1980, which indicates that the public believed that "job training and career preparation" should be given the highest priority in secondary schools.<sup>19</sup> Sixty-two percent of respondents ranked this objective either first or second in priority. (The next highest objective, "basic reading, writing, and number skills" was ranked first or second by only 33 percent.) Obviously, survey results have to be interpreted carefully; basic literacy and numeracy skills, for example, are clearly central to preparation for jobs, and so the objectives overlap. The results are useful, however, in drawing our attention to public perceptions and prompting a consideration of how and why these have evolved. Many people who wrote to the Project felt that the schools were not successful enough in helping students develop the skills and attitudes that will lead to personal satisfaction and productivity in the world of work. Employers, for example, have made it clear that they value communication skills and attitudes such as reliability, acceptance of responsibility, and ability to work well with others more highly than specific job-related skills.

As the secondary schools try to prepare students for the workplace, however, they face increasing difficulties. These include uncertainty in employment trends, rapid economic and technological changes, less stability and more specialization in the job market, and the difficulty in identifying the specific job skills graduates will require.

A Federal Task Force on Labour Market Development in the 1980s, whose report was tabled in the House of Commons in July 1981, described the changing labour landscape in Canada. The central question arising from the report, as expressed by the Federal Minister of Employment and Immigration, was whether Canadians were ready for change. In documenting the need for change, the Task Force report presented the following information:

- The growth in the labour force will slow down significantly in the next decade; by 1990 it will be growing at only half the rate at which it grew in the 1970s. There will be a decline of 100 000 in the number of workers in the 18-24 age group. Of the 2.6 million people added to the work force in the next 10 years, 1.7 million, over two-thirds, will be adult women. The working age population of Native peoples will grow almost four times as fast as that for Canada as a whole.
- There will be 2.8 million new jobs created in Canada in the 1980s, many in highly-skilled blue collar occupations or in high technology fields, including communications and computer technology.
- The greatest area of growth in labour demand will be in British Columbia, Alberta, and Saskatchewan. Although moderate increases in growth are predicted

for most metropolitan labour markets throughout Canada, very slow growth is expected in non-metropolitan areas of Eastern Canada.

Among the policy directions the Task Force proposed for the 1980s were the provision of incentives to industry to offer more and better trades training, greater emphasis on higher skills training and on the upgrading of skills of mature workers, and the introduction of various measures to facilitate the entry and advancement of women, Native people, and disabled persons into productive jobs. The Task Force made no direct comment on secondary school programs, but concluded that, in general, the training system in Canada does not seem fully capable of meeting the demand that will be placed upon it in the 1980s.

In Ontario, a joint study on youth unemployment was prepared by the Secretariat of the Ontario Manpower Commission and the Ontario Youth Secretariat and reviewed by the Commission in July 1980. One of its conclusions was that some young entering the labour force are inadequately prepared for work. They lack work experience, and have insufficient knowledge of how the labour market operates, what work involves, and what they want to do. There is evidence, the report said, that courses in secondary schools may not be adequately preparing some youth for the labour force. In addition, the inability of the education system to improve retention rates significantly in recent years has "swollen the numbers of those who are unskilled and only marginally employed". Students who drop out of school are most likely to have "an unstable attachment to the labour force" and are least likely to gain employment that provides for training.

Although responsibility for skills training is shared by many agencies, the secondary school does have a role to play, since the majority of its graduates seek immediate employment in business or industry rather than pursue post-secondary education. The lack of clear communication between schools and the workplace leads to misunderstandings on both sides; employers criticize the school for not preparing students adequately, and school officials and teachers point to the difficulty of inculcating good attitudes in a society that often undermines them, and argue that teaching specific job skills is better accomplished on the job, where the student senses the immediacy of the need.

Formal structures to provide links between business and industry and the schools are few. Several submissions to the Project proposed that school boards be required to re-establish the former Advisory Vocational Committees, which would include representatives from business, industry, and labour. The Project committees considered these proposals, but since requests were coming in for the establishment of other committees on a mandatory basis, the Steering Committee decided that the emphasis should be placed on the establishment of co-operative mechanisms and that school boards should be encouraged rather than forced to create links with communities.

Recommendations are made below which propose an increased use of the existing pro-

grams of Co-operative Education, Linkage and Work Experience.

Co-operative Education is a fairly recent innovation that permits students to fulfill the credit requirements of up to two-thirds of a course or set of courses through related out-of-school experience, either on a job or in a voluntary social service agency, provided that this part of the program is monitored by the school. Placement of students in outside agencies presents problems, and monitoring the out-of-school component needs constant attention from the teacher concerned. (The functions of student placement and program monitoring must be clearly distinguished; a certificated teacher is required to monitor the student's program but not to seek placement for students.) Co-operative Education is a promising method of introducing students to the world of work and ensuring that the content of school programs aimed at training is consistent with current practices in business and industry.

Two years ago the Linkage program was introduced to encourage more students to enter apprenticeship or other training programs. This program enables students attending secondary school to count some courses toward a school diploma and toward qualification in any of nine specified skilled trades (auto mechanic, cook, machinist, etc.). The addition of more occupations to the program is planned. At present, some 25 000 Ontario secondary school students are engaged in the Linkage program. Although Linkage has attracted more students to consider apprenticeship, much more needs to be done to encourage them to take advantage of this route to a skilled trade. In particular, a high priority should be given to making female students aware of the possibilities of the Linkage program.

Under normal circumstances, to become apprentices, students must find an employer who will agree to train them. To be eligible for apprenticeship in most trades, the applicant must be at least 16 and have completed Grade 10, although in practice, some trade organizations require Grade 12 and even specify the credits that should be taken. Anyone hired as an apprentice signs a contract with the employer which specifies the conditions for work, hours, wages, and training.

Although in theory apprenticeship provides students with a good opportunity to pursue technical education, in practice it has several limitations. Within industries there is a reluctance on the part of both management and labour to accept students directly from school for apprenticeship programs. Current employees are usually given preference. Regulations of the Workmen's Compensation Board also present some problems. As a result, openings for students to enter apprenticeships are too few, and are often difficult to obtain without a Secondary School Graduation Diploma. In Ontario, apprentices are usually in their early twenties. For students in their middle or late teens, such opportunities are scarce, and for women, they are virtually nonexistent.

Work Experience is another option used by schools to give students a taste of the working world. It generally consists of a student spending up to four weeks on a job related to his or

her school training, for example, in a business office, a hairdressing salon, or an automobile repair shop. Work Experience should be educational and challenging rather than passive or overly repetitious. Despite some limitations, this technique seems to be worthwhile and often leads directly to a job. Since Work Experience cannot always be arranged, students could be introduced to typical working conditions and expectations of employers through people from business, industry, and labour being brought into the school.

It is recommended:

**34. That the Ministry of Education, in co-operation with other Ministries, and with business, industry, and labour, devise a policy that will:**

(a) clarify the respective roles of Linkage, Co-operative Education, and Work Experience programs, and  
(b) create opportunities for students to begin apprenticeship and/or other work-oriented programs earlier and thus complete a significant part of such programs during their secondary school years.

**35. That school boards be required to establish procedures which would allow for the participation of employers and labour representatives in the development of work-oriented programs.**

In the Discussion Paper, the Project recommended that the proportion of in-school to out-of-school work in Co-operative Education programs be lowered from one-third to one-quarter. The response to this proposal was generally negative. Even under the present policy, however, the total time spent for credit in a Co-operative Education course rarely if ever divides nearly into one-third and two-thirds. The purpose of the policy is that regardless of the number of hours worked outside the school the maximum "credit weighting" the outside hours can receive is two-thirds of the credit value of the course.

It is therefore recommended:

**36. That the present policy with respect to Co-operative Education courses be continued so that a Co-operative Education course or set of courses offered for credit must be designed so that the in-school component forms at least one-third of the credit value of each course.**

**37. That the Ministry of Education encourage participation in Co-operative Education by providing funds to help school boards acquire resource persons to serve as placement officers in arranging programs with employers.**

## Training Places in Industry

Earlier sections in this report have emphasized the need for more opportunities for students to acquire practical training and job skills in a practical setting. For the most part, the present arrangements rely on voluntary activity between school boards and business, industry, and labour in local areas.

A survey on educational leave and training and development carried out by the Federal Department of Labour in 1979 indicated that teenagers were under-represented in industrial training.

In both Ontario and in Canada as a whole, teenagers made up less than 0.5 percent of all trainees.<sup>20</sup> This extremely low teenage rate is cause for concern not only in Ontario but in the European Eco-

nomic Community, where it has recently been the subject of study.

During the course of the Project, it was suggested by many individuals and groups that means must be found to provide more training places. Among the proposals made was one that recommended the institution of a grant/levy system. In one form of such a system, employers are required either to provide training places or to contribute to the cost of training by paying a levy. The proceeds from the levy are then used to underwrite the cost of training programs. Different forms of grant/levy systems are currently in operation in the United Kingdom, West Germany, and France, as well as in some of the states in the United States.

The strengths and weaknesses of a grant/levy system are analyzed in the report of the Federal Task Force on Labour Market Development, which concludes that "on equity grounds there is little support for a mechanism which requires private employers – albeit collectively – to bear the cost of training for transferable trade skills when the public sector finances other forms of general training". The report suggests other approaches for the application of public funds to alter the ratio of cost to benefit of on-the-job training: direct subsidies to employers, provision of intensive off-the-job training prior to or early in the apprenticeship period, or full-time training in special centres for persons already apprenticed to an employer.

A brief submitted in 1979 to the Minister of Education by the Metropolitan Toronto Board of Trade gave qualified support to the Ministry's Employer Sponsored Training Program, which reimburses employers in order to reduce the risk of the investment in training. Although the program is helpful, it tends, in the Board's opinion, to concentrate on a company's current employees rather than on the unemployed. The Board advocated much improved career counseling at both senior elementary and secondary school levels, and a better integration of apprenticeship training into the educational system.

In addition to grant/levy systems and direct subsidies, tax incentives and a system of contract compliance have been recommended as means of encouraging companies to create more training places. In the latter, an employer (government, for example) makes the awarding of a contract contingent upon a firm accepting greater responsibility for providing training.

The need for action in this area is urgent. Despite the links between school and work established in recent years, there is still substantial feeling that without a higher degree of government action, training places, particularly for teenagers, will not become available in sufficient numbers in order to address the unemployment problems or the needs of Ontario for skilled manpower in the future.

It is recommended:

**38. That the Government of Ontario give a high priority to the development of measures to increase the number of training places in business and industry.**

**39. That the Ministry of Education and other Ontario Government Ministries, in undertaking policy initiatives affecting the relationship between school and**

workplace, take into account that (a) the traditional roles of males and females in our society are changing substantially; (b) females are continuing to enter the work force in larger numbers; (c) school policies and counseling practices ought to reflect the changing societal patterns.

## Methods of Providing Programs

### Cooperation and Sharing

This section takes account of three major influences on schools today — declining enrolments, financial restraints, and changing patterns of employment and skills training. In response to these changes, schools may have to alter their traditional methods of providing programs.

Traditionally, Ontario school boards and schools have preferred to fulfill their obligations to students largely on their own. However, the times now call for increased co-operation — among schools, among boards, between secondary schools and post-secondary institutions, between separate and public school boards, and between the education sector and business and industry.

At present, *The Education Act, 1974* allows school boards to enter into agreements with other school boards with regard to providing programs, but not with other organizations or institutions. This hampers the sharing of facilities that might exist in one institution but not in the other. Many business offices and industrial plants, for example, have sophisticated technical facilities that might in certain instances be used in the training of students; such co-operative arrangements would of course need to be carefully designed and monitored.

As a recent study pointed out, co-operation is particularly essential for small schools and for schools in remote areas if their students are going to have a variety of options available.<sup>21</sup> Co-operation can help spread scarce resources around more evenly and cut out duplication that Ontario can no longer afford. The proposals offered here may involve taking down time-honoured walls. Removal of these barriers to co-operation, however, will mean gains for the students, without whom the education system has no reason to exist.

#### It is recommended:

40 That schools, school boards, colleges and universities be encouraged to share and make the most efficient use of existing facilities, particularly laboratories and expensive technical facilities.

41. That school boards be encouraged to investigate the possibility of the co-operative use of the facilities of industrial plants and/or business offices.

42. That schools and school boards be further encouraged to work with municipal governments and local agencies offering education or recreational programs to develop guidelines for facility sharing, these guidelines to include suitable cost-sharing arrangements and methods of avoiding duplication of resources.

43. That legislation be introduced to provide a process whereby the Minister of Educa-

tion could appropriate a surplus school building needed by another board or to take action that may be recommended to obtain the most effective use of school facilities.

Another method of sharing is the actual purchase of programs by one school or agency from another. The concept of "contracting out", however, raises questions related to teacher certification and responsibility for granting the credit. This issue is closely related to the clarification of the roles of the colleges of applied arts and technology and the secondary schools, discussed earlier in this report. At present, for example, manpower training grants, which support students in certain programs, are directed only to the colleges. In some cases, secondary schools would be able to offer this type of program if they were eligible for the grants. It might also be possible for the colleges and schools to share services.

#### It is recommended:

44. That existing legislation be amended to permit school boards, colleges and universities, and other bodies to enter into formal agreements for the provision of services from one to another. Such agreements would be based on the principle that each institution would be responsible for accrediting the program which falls within its jurisdiction, regardless of where the program is housed.

45. That school boards be encouraged to examine the possibilities for co-operative agreements now permitted under *The Education Act, 1974*.

46. That the Ministry of Education encourage school boards to share the cost of consultants and co-ordinators and perhaps supply incentive funding to encourage such sharing.

### Alternative Programs and Methods

New ways must be devised to offer certain school programs, particularly in sparsely populated areas, in small schools, and in courses with very low enrolments. Increased and more imaginative use of the Ministry of Education's Correspondence Education Section is one avenue worth exploring. The Section now serves 70 000 students, including 8000 to 9000 day school students supplementing their regular program. Although in its present form the Section's service has limitations, these could be overcome by linking correspondence education with new developments in computer/communications technology and by providing students with a local teacher who could serve as a resource person and counsellor.

Combining elements of this technology with correspondence education could render individual instruction highly effective; access to tutorial assistance will of course continue to be important for students working on their own. In Ontario, both interest and credit courses are now being offered through the media of television or radio, a trend that is expected to grow, and as described earlier in the report, the potential of new technology is only beginning to be realized.

At present, students also earn credits through night and summer school courses and through independent study and private study. Independent study is that undertaken by a student regularly en-

rolled in a course who is permitted by the teacher to work alone for all or part of it, usually within the school. Private study is that pursued by a person who registers with the school but works on his or her own, usually outside the school, whose work is evaluated by the principal. Doubts have been cast on the quality of some of these programs on the grounds that their standards are not equivalent to those maintained in the regular day school program.

During the last fifteen years, alternative secondary schools have been established by several Ontario school boards. These schools offer opportunities to students who, for one reason or another, do not flourish in traditional school settings. These students tend to be individualists and are frequently highly motivated when placed in a relatively unstructured program. In addition, some boards have established alternative programs, often with enriched content, which are housed within regular schools. These alternative schools and programs serve a valuable purpose and merit further study and possible expansion.

#### It is recommended:

47. That the Ministry of Education bring together its Correspondence Education Section and TV Ontario to discuss the production and delivery of courses, particularly to ensure the maintenance of programs threatened by declining enrolment.

48. That the Ministry of Education's Correspondence Education Section be permitted to supply school boards with course materials on a cost-recovery basis.

49. That with learning programs in which students are not regularly assigned to a class, each student be assigned to a teacher within the school to monitor progress and offer counsel and instruction as required.

50. That methods of earning credits, such as independent study, private study, summer and night school programs, be reviewed regularly by schools and school boards to ensure that quality and standards are maintained.

51. That the special and useful role of the alternative schools and programs established by school boards be examined by the Ministry of Education, with a view to developing guidelines to help boards accommodate a wider variation in parental and student expectations of the secondary schools.

### School and Community Related Packages

Two other approaches, each aimed at adapting school programs more closely to students' needs and objectives, are what could be termed "school-related packages" and "community-related packages". Both have been tried in Ontario schools on a very limited basis and the Project committees agreed that they are sufficiently promising to warrant wider consideration. These two approaches are briefly described below and some examples are given in Appendix D.

Packages of subjects may present a cohesive plan for students who have a specific goal in mind. Such a package could "build in" relationships among courses that might not be present if the subjects were taught independently. For example, a school-related package could include selected



courses in business studies, related English and mathematics courses, computer science, and life skills. A package like this would be intended to lead to employment or post-secondary education.

#### It is recommended:

52. That, where appropriate, "school-related packages" be designed to accommodate the educational and vocational goals of students in order to provide a practical incentive for them to continue their studies.

Schools may find it useful to organize part of their program into a "community-related package", designed to meet the needs of students likely to seek employment in the dominant area of local employment, such as forestry, mining, agriculture, construction, manufacturing, business, and so on.

Compulsory subjects could be in such a package so that core material is covered and applications relate consistently to the type of employment in mind.

The design, implementation, and evaluation of such packages should involve teachers and employment and labour representatives in order to ensure the program's relevance to both students and community. These packages should take advantage of existing programs such as Co-operative Education, Work Experience, Linkage, and apprenticeships.

#### It is recommended:

53. That the Ministry of Education be prepared to approve on an experimental basis "community-related packages" that may be developed jointly by teachers and community personnel.

### Recurrent Education

A pattern of school attendance termed "recurrent education" is beginning to emerge. Students following this pattern may leave school to work and return either because they find they need to upgrade their knowledge and skills or because they have been laid off work or want to train for a different occupation. With today's fast-changing job market, the school should alter its organization so that students may come and go with greater ease and without acquiring the "dropout" label.

#### It is recommended:

54. That schools and/or boards explore the possibility of offering credit courses which are concentrated and practical in content and designed chiefly to meet the needs of the workplace. To enable persons on leave from jobs quickly, these courses could provide academic upgrading and training in specific skills in a concentrated time.

55. That schools recognize that

some students will follow a pattern of leaving school for work on a temporary basis, and that schools therefore develop procedures to enable these students to return to school.

## Standards of Student Achievement

During the past decade, there has been a growing public concern about standards of student achievement. The termination of the Grade 13 provincial "departmental" examinations in 1967, by removing a recognizable set of uniform "benchmarks", has led to serious concerns about the comparability of student performance from school to school across the province. Two recent public opinion surveys showed that approximately 45 percent of Ontario citizens would welcome some form of "provincial tests" as at least a supplement to school-based student evaluation in the senior grades.<sup>22</sup>

In spite of the general concern, opinion remains divided on the most appropriate way of restoring confidence in standards. Very few of the submissions received by the Project prior to the distribution of the Discussion Paper made reference to student evaluation, and their suggestions were about evenly divided between provincial approaches and local responsibility. Response to the recommendations in the Discussion Paper related to evaluation procedures was mixed, although generally there was more approval expressed than dissent. School boards frequently said they believed co-operative reviews should not be mandated by the Ministry. They felt these reviews could not be co-operative and legislated at the same time. Co-operative reviews, in the opinion of several respondents, should take place more frequently than every ten years.

The two recommendations that referred to use of the Ontario Assessment Instrument Pool (OPIP) evoked considerable uneasiness, especially among teachers and teacher groups. They were dubious about the quality of the test items in the Pool, and contended that the OPIP should be regarded as a resource for teachers rather than as a means of monitoring programs and reporting to the public. There was some suspicion that the OPIP would eventually be used to evaluate teachers and schools, and could therefore lead to teaching for examinations.

Many respondents wanted a return to province-wide examinations at the end of secondary school, but almost as many expressed opposition to provincial standardization. The post-secondary education sector



favoured the use of standardized tests at least in English, Français, and Mathematics.

Earlier in this report, several references were made to the individualized nature of secondary education in Ontario. Accompanying the trend towards an individualized program has been a recognition that approaches to the evaluation of student achievement must also be varied. The current policy is summarized in the Ministry's *Circular H.S.1* as follows:

*"Procedures for evaluating student progress should be sufficiently varied to meet the requirements of different individuals and groups of students, different courses, the several levels of difficulty, and a variety of learning environments. . . . The most effective form of evaluation is application of the teacher's professional judgement to a wide range of information gathered through observation and assessment."*

The development of this policy has evolved from several significant studies in Ontario and an analysis of experience in other jurisdictions. The *Secondary/Post-Secondary Interface Study* released in 1977 found that, although the general perception was that the quality of education had deteriorated, the level of student performance compared favourably with that of students of a decade earlier, although it was noted that there were variations in standards from school to school. However, the study showed the need for the collection, on a regular basis, of the kinds of information that would allow educators to report clearly and confidently on the performance of the educational system. As well, it found that even the best tests available were inadequate to the task of measuring student performance on all parts of the program content.

Against this background of general concern, conflicting views, limited research evidence, and the continuing desire for individualized programs, what can be done?

This is what is happening now:

- (1) Curriculum guidelines are being developed to ensure a relatively high degree of uniformity in core program content while at the same time providing teachers with discretionary choice in classroom methods.

- (2) *Evaluation of Student Achievement* (1976) and other Ministry of Education documents on student evaluation in certain subjects provide teachers and boards with sample evaluation methods in support of the policy stated in *Circular H.S.1*.

- (3) The Ministry of Education is developing, in co-operation with

school boards, the Ontario Assessment Instrument Pool (OAIP). The OAIP will consist of collections of carefully developed test items corresponding to school subjects. It is intended to provide education with assessment resources to help teachers evaluate student achievement and programs. The Pool should not be used either for teacher evaluation or the comparison of schools or boards. It is important that OAIP be used sensitively, lest harmful effects resulting from its misuse offset its potential benefits.

(4) Beginning in 1977, the Ministry of Education has conducted annually a series of provincial reviews, on a sample-survey basis, of all school systems. Each year, from four to seven of the provincial reviews have dealt with areas of the curriculum.

(5) For several years, the Ministry of Education has made available, for optional use by school boards, a method for the co-operative review and evaluation of local school systems. This process involves both an "internal" and an "external" component in the form of an evaluation team organized by the Ministry.

It has recently been proposed by the Ministry that the emphasis in future co-operative review projects be on program evaluation and that the test items from the OAIP be used to assist program evaluation by gathering data on student performance.

(6) The Ministry of Education has established a Provincial Advisory Committee on Evaluation Policies and Practices. This committee has a broadly based representation including the teaching profession, supervisory officials, trustees, parents, post-secondary institutions, business, industry and labour. It is advising the Minister about evaluation programs, policies and practices, and the concerns of the constituencies represented. The Advisory Committee will be monitoring the effectiveness of such policies and practices in achieving the aim of quality and comparability of student achievement standards.

It is recommended:

**56. That the Ministry of Education continue its provincial review program and set a minimum objective of reviewing annually at least three subject areas including the appropriate curriculum guidelines for Grades 7 to 12.**

**57. That the Ministry of Education require that all school boards undergo, on a regular basis, a co-operative review process which would include a review of student evaluation methods being used.**

Although respondents to the Discussion Paper generally

approved of the co-operative review process, they expressed concerns about the time required for a review. The Steering Committee trusts that these concerns will be addressed by the Ministry of Education as it implements this recommendation.

It is further recommended:

**58. That the Ministry of Education continue with the development and implementation of the Ontario Assessment Instrument Pool with a view to having test items available for all curriculum, guidelines at the various levels of difficulty in English, Français, Mathematics, History, Geography, the Sciences, Physical and Health Education and French as a Second Language, for Grades 7 to 12.**

**59. That when the Ontario Assessment Instrument Pool test items become available, the Ministry of Education use them on a large-scale and sample-survey basis for the purposes of monitoring its programs and policies and reporting to the public.**

## School Atmosphere and Discipline

Few aspects of the secondary school are as crucial to helping students achieve the goals of education as the elusive quality called "school atmosphere". A healthy atmosphere is a product of well-designed programs, enlightened leadership, caring and conscientious teachers, supportive parents, and enthusiastic students. Although by themselves none of these factors can create an atmosphere that makes all learning enjoyable and effective, they all can serve as a starting point for its development. The importance of purposeful curricula, committed teachers, and community support is discussed in other sections of this report. This section deals with the relationship between school atmosphere and discipline — discipline not so much by "rule and rod" as discipline based on acceptance of responsibility by students, school staffs, and members of the community served by the school.

In surveys conducted in Ontario during each of the past three years, lack of discipline is consistently perceived by the public as the biggest problem facing our schools.<sup>23</sup> People repeatedly say that they want schools to enforce stronger discipline. Yet obedience to authority is being eroded in society generally, usually by forces over which the school has no control. Family breakdown is more common, drugs are easily available, the legal drinking age has been lowered, and the mass

media frequently exploit violence. To expect the school alone to counter these and other trends toward anti-social behaviour is clearly unrealistic; schools are simply not equipped to do so.

Within the school itself, however, steps can and should be taken to offset some negative factors that have emerged in recent years. These factors include large schools with impersonal procedures, individual timetabling and the resultant loss of home-room identity, an increase of "unscheduled" time for students as a result of present diploma requirements, and conflicts stemming from the increased diversity in students' cultural and ethnic backgrounds. Although large schools are able to respond to a student's individuality by offering variety in program, their very size tends to make a student feel like a mere unit in a system.

Extra-curricular activities have been shown to contribute to a positive school atmosphere and increase the school's ability to retain students. A study of factors related to student retention, published in 1980, found a moderate relationship between student participation in extra-curricular activities and retention of students in school.<sup>24</sup> Specifically, the study examined students taking courses at the general level (who constitute the majority of dropouts) in 20 schools, 10 with high "holding power", 10 with low. All the schools offered such extra-curricular activities as intramural sports, music, and drama. In nearly all the schools with high rates of retention, student participation in these three extra-curricular areas was higher than it was in the schools with low holding power.

Unfortunately, declining enrolment and the consequent loss of teachers are cutting down the range of such activities that can be offered. Staff aptitudes and interests cannot always be matched with those of students in operating an extra-curricular program. All these factors emphasize the need to draw more heavily on community resources, and bring parents and other adults into the school to assist in sports programs and other student activities. It is recognized that the legal implications of such activities should be explored.

A number of submissions have requested the establishment of a closer link between attendance requirements and the granting of credits. The current policy is stated in *Circular H.S.1*, from which the following are taken:

*"Expectations of participation, achievement, and attendance must be realistically related to the objectives of a course and must be clearly identified for all students and their parents."*

*"Neither lack of attendance nor a predetermined number of absences may be the exclusive cause of failure in a course."*

The Steering Committee felt that the current policy should provide an adequate guide for school boards and schools in the development of local statements of attendance expectations which would form a part of any code of behaviour.

Peer group pressure in the secondary school is obvious and inescapable. Schools must find additional ways to turn this pressure to good use. If students see that the principal and staff are doing their best to develop fair and supportive procedures in the school, most of them will respond

positively. If their opinions are sought, and more important, taken into account in the establishment of school routines, then the likelihood of student acceptance will be far higher. There will always be a small minority of students who will not obey rules, however fair or democratic the procedure for reaching agreement on them. The school will have to deal with such students but they will require support from Ministry and school board policy statements to do so effectively. Substantial support for disciplinary action is already provided for in *The Education Act, 1974* Section 22, which deals with suspension and expulsion of students, and in *Regulation 704*, which outlines the duties of students in attendance at school.

It is recommended:

**60. That the Ministry of Education, in conjunction with other Ministries and agencies, develop more specific strategies and services to help teachers and principals deal with extremely disruptive behaviour in students.**

**61. That school boards, in order to assist schools, be required to develop clear policies and techniques regarding behavioural issues such as chronic absenteeism, vandalism, drug abuse, and alcoholism.**

**62. That all secondary schools enunciate a clear code of student behaviour, developed by a cross-section of parents, students and staff, to foster a sense of self-worth and self-discipline in students. The code must clearly outline realistic, effective consequences for failure to live up to it.**

**63. That, where possible in Grades 9 and 10, schools give more coherence to classroom organization by grouping students together for sets of classes in the compulsory courses, thereby helping students achieve a greater sense of security and reducing the sense of isolation often felt in large schools.**

**64. That with the board's approval each school establish a mechanism to assess its needs for extra-curricular activities, bearing in mind the need for equal opportunity for male and female students, and involve students and members of the community in this assessment.**

**65. That secondary schools develop strategies which will allow for student input in the development of policies and procedures in the school and in the assessment of the effectiveness of school programs and their delivery.**

## The School and the Community

Probably at no other time has the relationship between the secondary school and the community it serves been more crucial than it is now. As outlined earlier, schools have changed a great deal in the past two decades, and their programs have become more complicated. These changes need to be explained carefully to the public, and the public needs to make a stronger contribution to changes in program and policy. With students having more freedom of choice, parents need to know more in order to offer good advice and thus fulfill their parental role.

The rapidity of change in the kinds of skills required by employers means that schools have to keep in close touch with business and industrial developments. Other societal changes

often heavily involve schools with the courts and social service agencies, particularly the Children's Aid Societies. Professional responsibilities in these cases need to be carefully defined.

Despite the efforts of schools to communicate, the public is typically not well-informed either about what is happening in secondary schools generally or in the local high school. Few secondary schools have parent-teacher organizations, although most of them set aside a day or two during the year for parents to visit the school and meet the teachers. Examples of other attempts to communicate include public information committees at the board level, school advisory committees, newsletters, and the routine provision of information to local media.

An effective and socially useful means of bringing school and community closer is to offer students opportunities to serve others. Through the involvement of schools in a variety of community projects, students could learn responsibility, serve the needs of people in the community, and develop positive attitudes toward citizenship.

**It is recommended:**

**66. That, when local committees are established to develop curriculum, school boards be encouraged to provide for representation of appropriate outside agencies.**

**67. That a document be prepared that clearly describes the Ministry of Education's philosophies and goals for the total elementary and secondary school program, to be distributed to teachers, students, parents and members of the public.**

**68. That a popular version be prepared of the document Secondary School Diploma Requirements — Circular H.S.1 or its successor, in order to inform the public about diplomas, certificates, transcripts, programs, course prerequisites, etc.**

**69. That resource documents be prepared for the information of school boards and secondary schools regarding reports and documents to be distributed to students, parents and the general public, and that these resource documents promote greater clarity and uniformity in school course calendars, perhaps by including various models.**

**70. That each secondary school be required to have available at the school accurate descriptions of courses of study so that students and parents can see them on request, and that summaries of courses and evaluation procedures be routinely distributed.**

**71. That parents and students be made aware of the possible results of choosing programs that**

- (a) do not seem in keeping with the student's ability, interests, and aptitude;**

- (b) neglect stated prerequisites or the fact that the program requires knowledge or skills the student has not yet gained, or;**
- (c) present too little challenge.**

**72. That the Ministry of Education, in conjunction with the Ontario School Trustees' Council and the Ontario Teachers' Federation, establish a procedure for notifying school boards and schools on a more regular and comprehensive basis of court decisions which have broad application to the education system, and of their implications for boards, schools, teachers and students.**

**73. That school boards establish**

**close contact with outside resources and agencies to which the board and schools can turn for expert assistance in dealing with issues which may affect board employees or students, e.g., drug abuse, alcoholism, and behavioural problems, especially those that render people subject to court action.**

**74. That, with the approval of boards where required, schools participate more actively in community projects and seek out opportunities for their students to serve the particular needs of the community.**

## The Secondary School Teacher

Our system of public education places teachers in an uncertain position. They are viewed as professionals but occupy a position similar to that of civil servants. Like doctors and lawyers, teachers subscribe to a code of ethics drawn up by their own association. They are largely responsible for their own professional development, although their initial certification to practice is granted by the Minister of Education. Like civil servants, however, they are employees of a publicly funded organization (the school board) and their salaries and conditions of employment are based on collective agreements between boards and teachers' federations.

This mixture in the teacher's role of elements of both the professional and the civil servant leads to certain problems. One that has emerged as a significant issue during the Project's investigations is the evaluation of the subject matter required to assess the work of teachers in diverse fields. Moreover, the principal's membership in the same federation as the teacher can, on occasion, conflict with his or her role as school manager. Clearly, a fair and accurate assessment has to be based on more than the principal's opinion and take account of judgements made over a reasonable period of time.

The Report of the Commission on Declining School Enrolments in Ontario, issued in 1979, proposed a system of term certification for teachers, valid for five years and renewable on satisfactory evidence of serious professional development activity. The latter would include not only the attainment of further qualifications but also evidence of improving performance on the job. Issues and Directions did not support this proposal as applied to basic teacher certification, but did support it for "placement in positions of responsibility".

The Project is also aware that Issues and Directions, published in June 1980, proposed discussions with the Ontario Teachers' Federation to plan the creation of a "college of teachers" that would exercise, on behalf of the public interest, rights of admission, certification, discipline, and professional development. At present the Federation is studying the proposal. The result of its study and of any subsequent discussions with the Ministry of Education will of course be highly relevant to the concerns expressed in this section.

The question of evaluation is inseparable from a consideration of the role and responsibilities of the teacher in today's secondary school. The secondary school teacher is expected to keep up with developments in his or her field, and to create or adapt curriculum materials from year to year. In addition, teachers need to renew their methods of instruction and classroom management, and are expected as well to act as caring adults who can offer sound advice to students with vocational or personal problems. If teachers

are expected to help their students achieve a sense of dignity and self-worth, however, they need to be confident in their professional lives and protected from excessive stress. In the face of today's increased and sometimes overwhelming responsibilities, teachers often feel a sense of futility, and some experience what is commonly termed "burn-out" — physical and emotional breakdown.

Teachers must cope with school populations that have grown more diverse, with a consequent variation in abilities, interests, family support, and cultural background. Their jobs are further complicated by certain changes in school organization, such as the individualization of school programs and the introduction of levels of difficulty in courses. Behaviour problems encountered in the school are often more serious than those in the past, and the support once provided by home and church has been eroded.

In this context, the suggestion that teacher performance be more stringently evaluated arouses deep concerns among teachers. The facts of declining enrolment and teacher lay-offs, however, are forcing an examination of the issue. At present, the school principal is responsible for the evaluation of the teaching staff, with assistance as required from department heads and board supervisory officers. Evaluation, however, is not a simple matter of measuring teacher performance on a convenient check-list, nor is it possible for the principal alone to possess the knowledge of subject matter required to assess the work of teachers in diverse fields. Moreover, the principal's membership in the same federation as the teacher can, on occasion, conflict with his or her role as school manager. Clearly, a fair and accurate assessment has to be based on more than the principal's opinion and take account of judgements made over a reasonable period of time.

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Through summer and night courses, seminars, and workshops, numerous teachers do pursue further study to improve methods and keep abreast of changes in subject fields. Most are motivated by a desire to do a better job and to progress in their career. Salary incentives and the encouragement of department heads or principals play a motivational role, but there is no compulsion to pursue professional development.

Some people have suggested that a Ministry of Education inspectorate ought to be reinstated. It is the consensus of the Project committees, however, that the sensitive issue of teacher evaluation is more readily dealt with at the school and board level, where principals and supervisory officers have continuous involvement with teachers and are more aware of unique problems and extenuating circumstances. Al-

though the Minister of Education awards the teaching certificate, it is the board that has the power to hire or to dismiss teachers, and thus should accept responsibility for their evaluation. Small boards may require assistance from the Ministry, particularly in certain subject areas, in carrying out this task.

The changes in teachers' roles and responsibilities described earlier demand that opportunities for professional development be enlarged and improved. The emergence of computer technology, the need to handle sensitive topics like morals and values education, the heightened emphasis on special education, changes in the workplace relating to business and technological studies, and the likelihood that classes will in future include adults returning to school — all argue for augmenting teacher education programs. Now that fewer new teachers are entering the profession, much stronger emphasis must be placed on in-service education to help those already teaching or supervising in secondary schools. At the same time, the growing complexity that the new teacher will encounter in the job argues for taking a fresh look at pre-service education as well.

Responsibility for offering courses for additional teacher qualifications has been almost fully transferred from the Ministry of Education to the faculties of education. In addition, the teachers' federations conduct extensive programs of professional development, and school boards, particularly the large urban ones, offer a variety of in-service activities. Although up to thirteen professional activity days annually are available to teachers with board approval, each one tends to be used for a specific purpose, and many are used for administration, particularly in secondary schools. In any case, they do not provide a teacher with enough time to undertake a substantial learning effort. The need is clear for greater variety, quality, and accessibility in teacher education, both in-service and pre-service.

One function requiring much more attention is the guidance and counselling of students — for choice of school programs, decisions about careers, and assistance with personal problems. The increased diversity and changing emphases of both school program and job market mean that now, more than ever, students need well-informed guidance and counselling which will be more sensitive to the changing role of women commented on earlier in this report. The guidance and counselling functions may have to be shared more evenly among the school staff rather than left to the specialists alone, partly because of the increased complexity already mentioned and partly because of students' needs for personal counselling.

Finally, the role of school staff members in serving as models of behaviour for students should continue to be recognized as important. Teachers do exercise influence on how students behave and acquire attitudes.

In the Discussion Paper, the Project presented a series of recommendations on teacher education and evaluation. Two dealt specifically with the question of teacher evaluation, one proposing that a process for staff performance be developed based on a five-year cycle, the other that teachers and school administra-

tors be required to provide evidence of professional development in order to maintain their certification. The second proposal was similar to that put forward by the Commission on Declining School Enrolment in Ontario. Reaction to these two recommendations was mixed. There was considerable disagreement about the five-year cycle; some thought it too long, others too short, still others that no specific time-cycle could be mandated. The Steering Committee has therefore rephrased the recommendation, removing the reference to five years but stipulating that the evaluation be carried out on a regular basis.

Many respondents strongly opposed the linking of professional development to teacher certification. Some of the reasons given were that it would place too much emphasis on taking courses, that completion of courses does not guarantee professional competence, that the question of what constitutes appropriate professional development is virtually unanswerable and that it would impose too heavy a burden on teachers. After weighing these arguments, the Steering Committee altered the recommendation to delete the reference to certification and relate "evidence of professional development" to the regular staff performance evaluation being proposed. The Committee remains convinced that school boards need to monitor the extent to which their teachers, principals and supervisory officers fulfill their professional responsibility to keep abreast of current developments in their fields.

**It is recommended:**

**75. That the Ministry of Education bring together representatives of school boards, teachers' federations, and faculties of education to develop policies on the continuing education of teachers in order to take account of changing priorities and technologies.**

**76. That school boards, in co-operation with teachers, develop a process for staff performance evaluation on a regular basis and that the boards implement the process. In cases where local supervisory staff is limited, the assistance of Ministry of Education and other personnel may be needed. These evaluation procedures should also be applied by boards to local supervisory officers and by the Ministry of Education to its officials who carry out functions comparable to those of local supervisory officers.**

**77. That in the development of the staff performance evaluation process, provision be made for the presentation of evidence of professional development on a continuing basis.**

**78. That each principal, in conjunction with his or her staff, develop a set of expectations for the school staff so that all members are aware of their collective responsibility in determining the atmosphere of the school, sharing the workload, and acting as role models for students.**

**79. That universities undertake a review of the programs in their faculties of education and that the Ministries of Education and Colleges and Universities continue with the established periodic reviews of the pre-service programs of professional education in the faculties of education and that these reviews, in light of the increasing diversity of the education system, give special emphasis to the following:**

- (a) the need to adapt programs**

and methodologies to students of diverse backgrounds;

(b) the utilization of the new computer/communications technology;

(c) approaches to morals and values education;

(d) continuing education;

(e) the role of the faculties in providing inservice programs;

(f) the appropriateness of the present length of pre-service programs in view of the needs referred to in (a) to (e);

(g) the extent to which currently established teacher education advisory committees are effectively operating.

80. That school boards, in cooperation with their teacher organizations, examine their own needs for in-service education programs and develop a plan which will indicate how such programs would be delivered.

81. That faculties of education and school boards, in both in-service and pre-service programs, be encouraged to equip all teachers with guidance and counselling skills and thereby broaden the base of guidance and counselling services in the schools.

82. That the Ministry of Education clarify the role of guidance counsellors from Grade 7 to 12 with respect to their responsibilities for career counselling and personal counselling and develop the means by which career guidance can be given additional emphasis.

The onset of declining enrolment, as noted earlier, has led to reductions in the number of teachers in some schools. As a consequence, matching teacher qualifications and experience to existing courses becomes difficult, and in some instances, courses may be placed in jeopardy, particularly if they are highly technical or specialized. Fears have been expressed that the reduction in teaching staff through attrition is resulting in the placement of inadequately qualified teachers in such highly specialized areas as special education. (The words "inadequately qualified" do not refer to basic teacher certification but to lack of academic or technical qualifications, experience and training in specific methodologies.) In addition to these problems, there are a few areas in which a general shortage of qualified teachers exists.

It is recommended:

83. That, in consultation with teacher and trustee organizations,

the Ministry of Education develop specific plans for dealing with problems in the following four areas:

(a) teachers being required to teach in subjects or areas for which they are not adequately qualified;

(b) specific courses or programs being jeopardized by the absence of adequately qualified teachers on staff in a particular school;

(c) shortages of teachers for specific subjects or programs; and

(d) the negative role model effect of certain school subjects being taught almost exclusively by either male or female teachers and the disproportionately low number of female teachers occupying administrative positions in the school.

## Special Topics

### Education and Culture of Franco-Ontarians

Section 265 of *The Education Act*, 1974, provides that "English or Anglais shall be an obligatory subject of instruction for every pupil of Grades 9 to 12 who is enrolled in a French language school and shall be a required subject for a certificate or diploma issued to such a pupil".

It is felt that making English or Anglais compulsory for French-speaking students in secondary schools creates an extra obligation for students who are already involved in French language studies. (See Recommendation 8 on diploma requirements.)

It is recommended:

84. That section 265 of *The Education Act*, 1974, be repealed.

The problem of declining enrolment — a serious trend in English-language secondary schools — could become a real danger in French-speaking ones because French-language schools tend to form a cultural focus for their communities. In order to offset the adverse effects of declining enrolment in French-language secondary schools and to protect the increasing number of small schools in the province

It is recommended:

85. That the Ministry of Education ensure that school boards have mechanisms in place to assess the impact on the linguistic and cultural life of a community before closing a French-language school or class.

86. That the Ministry of Education maintain the existing regional consultative services teams to give assistance to school boards,

especially those with small French-language instructional units.

The Project also examined the relative advantages of French-language secondary schools and "mixed" secondary schools, in which programs are offered in English and French under a single administration, and considered the range of French-language programs provided in the mixed schools.

Since 1968, when legal provisions were enacted for the establishment of French-language schools and programs in Ontario, the number of students enrolled in these schools and programs has increased markedly. Nevertheless, as the Minister of Education observed in a speech delivered on October 5, 1979, not all francophone students at the secondary school level are receiving French-language education "in an atmosphere which is comparable in terms of cultural reinforcement and support". The Minister went on to announce that the Government's policy would henceforth be to encourage school boards, wherever numbers and/or circumstances warrant, to offer full programs in French within self-contained school buildings. In mixed schools, courses in the French language would be expanded and administrative arrangements made to foster an atmosphere in which the French language and French-Canadian culture would be maintained.

The Minister said the goal was the development of French-language school entities in which students and teachers learn together under the leadership of a French-speaking principal and in a setting identified as a French-speaking school.

The new policy, which provided the additional funding required for implementation, resulted in a rise in the number of French-language homogeneous secondary schools from 26 in September 1979 to 33 in September 1981.

It is recommended:

87. That the policy of the Ministry of Education be to

(a) encourage school boards to arrange wherever possible, for the establishment of administratively separate and homogeneous French and English language secondary school entities, unless both linguistic groups in the community formally indicate their desire to retain the existing arrangement;

(b) increase the range of courses

offered in the minority language: develop appropriate teaching, administrative and supervisory arrangements; and provide a clearly defined and identifiable physical setting for the learning activities of the minority group, even in cases where it shares school buildings with students of the majority language group.

### Grades 9 and 10 of Separate Schools

Until 1978, public funding for separate school students up to the end of Grade 10 had been at the same level as for public elementary students. Since 1978, public funding for separate school boards for the operation of Grades 9 and 10 has been gradually increased, so that in 1981 the increase is 15 percent above the elementary level. However, the amount is still less than that provided for Grades 9 and 10 students in the public secondary schools.

Many submissions to the Project have requested an increase of funding for Grades 9 and 10 of the separate schools. The various committees of the Project considered this question at length.

It is recommended:

88. That the present definition of "student" in Grades 9 and 10 of the separate schools be reviewed along with the policies for determining the enrolment base.

89. That once the review in Recommendation 88 has been completed, students in Grades 9 and 10 of the separate schools be defined as secondary school students for all purposes including funding.

90. That in order not to duplicate expensive technical facilities, separate school boards and public school boards be required to share these facilities.

91. That consideration be given to specific grant incentives to encourage the sharing between separate school boards and public school boards referred to in Recommendation 90.

### Education and Culture of Native Peoples

The question of the education of Native people has always been a difficult one to resolve. The *British North America Act* stipulates that education is a provincial responsibility. However, the same Act states that the Federal Government is responsible for Registered Indians and lands reserved for them. Thus, two levels of government have responsibilities for a legally defined people. It is the sense of the Steering Commit-

tee that the province should assume additional responsibility for the provision of educational services for Native people. The Project was made aware that several developments have been recommended in the past, and that the Ministry of Education is endeavouring to further them. Under *The Education Act*, 1974, Section 162, provision is made for the appointment to school boards of representatives of Indian pupils in cases where a board has entered into an agreement with the Federal Government to provide tuition for Indian pupils. This makes it possible for the Indian bands to participate in policy formation and see that the interests of Indian children are represented.

It is recommended:

92. That faculties of education provide special pre-service programs, both for Native students and for non-Native students planning to teach in schools enrolling a substantial number of Native children, to ensure that instructors of Native pupils have a knowledge of Native people and their culture, and of the work situation faced by those who live on reserve lands.

93. That school boards, in their contractual arrangements with the Federal Government, Indian Bands, or Indian education authorities, make greater provisions in secondary schools attended by Native students for special guidance and counselling services to help them overcome the stress of transition.

94. That personnel offering guidance and counselling services to Native students either be Native people or have both training and experience in working with them.

### Interprovincial Relationships

A number of submissions to the Project urged that the Ontario Ministry of Education work with other provinces to establish a greater degree of compatibility among the provincial systems of education to serve the needs of an increasing number of students who move from province to province. Some also pointed out that more could be done to foster a sense of Canadian identity through an increased sharing of provincial curriculum material.

It is recommended:

95. That the Minister of Education urge a greater degree of co-operation in curriculum policy matters among the provinces through the Council of Ministers of Education, Canada.

# Issues Requiring Further Examination

## Private Schools

The term "private" or "independent" is used to describe those schools which do not receive public funds. As of September 1980, there were 435 such schools in the province, of which 210 offered secondary school programs. It should be noted that, in Ontario, Grades 11 to 13 in Roman Catholic high schools are classified as "private".

Enrolment in secondary school programs in private schools has increased by 63 percent, from 23 963 in 1969 to 38 926 in 1979 while total secondary school enrolment increased by 15 percent from 549 050 to 633 465 over the

same period. The main reasons for this growth in private school enrolment are the expansion of Roman Catholic high schools, and the recent proliferation of schools whose chief purpose is preparing students who have entered Canada on a student visa for secondary school graduation. In September 1981, about 25 private schools in the Ministry of Education's Central Region (Toronto and the surrounding area) were serving an almost exclusively foreign clientele.

Under *The Education Act*, 1974, private schools in Ontario must be inspected and approved before they can recommend students for graduation diplomas. At present, there are some 180 inspected private schools in Ontario enrolling

approximately 42 000 secondary students. The number of Ministry staff members currently involved in the supervision of private schools is 42, and the number of person-days devoted to their inspection during 1980-81 was 1075, roughly the equivalent of five full-time staff.

Public funding for private schools, always a contentious issue, has in recent years been the subject of increasing attention and debate. Many submissions to the Project, for example, have urged the extension of public funding to the senior grades in the Roman Catholic high schools on the basis that their school systems ought to be "completed". Other submissions have stressed the importance of the role of those parents

who seek an educational environment different from that provided by the publicly operated system.

The Project examined the practices in the other provinces of Canada relating to the funding of private schools and separate school systems where such have been established. Except in Ontario, separate school systems are publicly funded at approximately the same rate as the public school system for all grades.

Private schools in the other provinces may receive various forms of public support, ranging from the same textbook and learning materials provision as the public schools to significant levels of funding on a par with those provided to the public schools.

Discussion in the course of the

Project focussed on the following concerns:

- Given the projected decline in school-age population and a continuing restraint on expenditures, the school system at the secondary level would become fragmented and the existing resources would be spread more thinly.

- Recognition and support of private schools would lead to subsequent and natural requests for the provision of physical facilities. These facilities, such as technical shops, would likely duplicate many of those now installed in publicly supported secondary schools but projected to be underutilized in the future.

Given the very diverse nature of private schools in Ontario, it was not possible within the scope



Two methods of dealing with this problem are as follows:

- begin early (in September 1982) to advise students of the possibility of achieving certain specific requirements in four years rather than five. At present, about 2 percent of students do this. An increase could assist in reducing the size of the enrolment bulge.
- offer boards the opportunity to delay implementation of the new program for a period of time. The new program could be introduced by boards in 1984, 1985 or 1986 depending on local readiness. If combined with (a) so that individual students will not be unduly penalized, such an offer could have the effect of spreading the enrolment surge over a three-year period rather than a single year.

The Steering Committee recommends, however, that a Transitional Advisory Committee be established with representation from the Ministry of Education and the Ministry of Colleges and Universities, the Council of Ontario Universities, the Council of Regents of the colleges, the Ontario Teachers' Federation, the Ontario School Trustees Council, and the Ontario Association of Education Administrative Officials. The responsibilities of the committee would include monitoring the projected and actual enrolments, the participation rates for the colleges and universities, and advising the Minister of Education and Colleges and Universities on the appropriate strategies at different points in time to prepare for the "double cohort" bulge.

### Cost Considerations

In the Discussion Paper, the committee of the Project warned against the expectation that costs for education will decrease directly as enrolment decreases. Indeed, if equality of educational opportunity is to be pursued, costs may be expected to increase on a per pupil basis since the same program must be provided to a smaller number of students distributed over the same geographical area. As well, the recently approved legislation for special education programs will require additional funding as already announced.

Costing for all of the recommendations has been difficult to estimate. It is recognized that even meetings and communications have some cost attached, but in many instances such activities require a change of emphasis rather than an additional activity. Accordingly, many recommendations can be implemented with little or no cost to either the Ministry of Education or to school boards but accommodated within existing operational budgets.

The Project noted in the Discussion Paper that Ontario's present General Legislative Grant Plan for education is a sensitive and sophisticated instrument for the equitable distribution of provincial funds to school boards. In light of declining enrolments however, it may not prove adequate to distribute funds equitably in the future. The Steering Committee has noted that the Ministry of Education has begun an internal exploration of alternative funding plans which may be more appropriate to future circumstances, and urges the Ministry to take into consideration the needs identified in this report in that exploration.

Against the background of the total operating expenditures of the publicly supported schools (both

elementary and secondary) in Ontario for 1981, projected to be approximately \$4.8 billion dollars, costs for some recommendations would be quite small — a few thousand dollars at most. For other recommendations as noted below, they would be considerable, on the order of several million dollars. Some of these large expenditures would be on-going (for example, the increased funding to Grades 9 and 10 of the separate schools); others would be for a limited period only (for example, those associated with revision of curriculum guidelines which would require considerable expenditure in the years 1982-84).

The main costs attached to the implementation of the recommendations in this report will relate to the development of revised curriculum guidelines, to the provision of new electronic technologies (notably computers), to the development of items for the Ontario Assessment Instrument Pool, to the development of in-service programs for teachers, and to the increase of funding for Grades 9 and 10 of the separate schools.

### Time Table for Implementation

#### Note:

For convenience, a brief précis of each recommendation follows the number of the recommendation. For accuracy, reference must be made to the complete recommendation in the text of the report.

#### Short Term (1982)

A. For the most part the following recommendations reinforce existing policies and directions. They can be achieved at little cost, with the exception of Recommendations 86 and 87 where Ministry funding is currently being supplied but may need to be expanded.

19. Language across the curriculum.  
24. No extension of external credits  
36. Co-operative education.  
42. Facility sharing; schools, school boards/municipal governments and local agencies.

45. Co-operative agreements as per *The Education Act, 1974*.  
71. Importance of appropriate choice of secondary school program.

74. School participation in community projects.

86. Regional consultative services teams for French Language Instructional Units.  
87. Mixed secondary schools vs French language homogeneous secondary schools.

B. For the following recommendations legislative changes are required. These changes could be undertaken immediately.

43. Process for appropriation of needed surplus school buildings.  
44. Formal agreements for the provision of services.

84. Removal of English or English as a compulsory subject in French Language Instructional Units.

**Short Term — Intermediate Term (1982-1984)**

A. The recommendations listed below, usually related to on-going responsibility, can be undertaken now at basically no cost.

26. Transfer of students from one secondary school to another.  
35. Participation of employers and labour representatives in work-oriented programs.  
48. Availability of Ministry of Education correspondence education materials to school boards.  
55. Procedures to enable stu-

dents to re-enter secondary school after temporary leave for work.

- Policies and techniques regarding behavioural issues in secondary schools.
- Code of student behaviour.
- Grouping of Grade 9 and 10 students for sets of classes in the compulsory subjects. (Note: this recommendation should be more capable of accomplishment following scheduled implementation in 1986)
- Student input regarding the development of school policies and procedures.
- Membership of local curriculum committees.
- Descriptions of courses of study and evaluation procedures.
- Set of expectations for school staff.

- The following recommendations can be undertaken immediately. Some will involve little cost. Recommendation 89 will involve considerable cost.
- Placement officers for Co-operative Education programs.
- Sharing cost of consultants and co-ordinators.
- Monitoring of all alternative learning programs.
- Credit courses designed to meet the needs of the workplace.
- Staff performance evaluation — design.

- Staff performance evaluation — professional development.
- Role of Guidance Counselors in Grades 7 to 12.
- Closing of a French-language school or class.
- Definition of Grades 9 and 10 students in separate schools.
- Students in Grades 9 and 10 of the separate schools defined as secondary school students for funding purposes.
- Specific guidance and counselling services for Native students.

- The recommendations listed below could be initiated now. They may take time to complete and could involve considerable costs for some items such as the new electronic technologies and lesser costs for boards for items such as assistance from outside agencies.
- New electronic technologies.
- Training places in business and industry.
- Provincial review program.
- Co-operative reviews.
- Ontario Assessment Instrument Pool.

- Strategies and services to help deal with extremely disruptive behaviour in students.
- Assistance to boards and schools from outside resources and agencies.
- Continuing education of teachers.
- In-service education programs.
- Counselling services to Native students.

- The following recommendations will involve processes that may be started immediately. In some cases they depend upon cooperation from other agencies. Some funding may be required for new initiatives or expansion of existing programs.
- Changing roles of males and females in the workplace.
- Sharing of existing facilities.
- Co-operative use of facilities of industrial plants and/or business offices.
- Alternative methods of earning credits.
- School-related packages.
- Community-related packages.
- Assessment of needs for extra-curricular activities.
- Reports and documents to students, parents and the general public.

- Livingston, D. W. and D. J. Hart. *Public Attitudes Towards Education in Ontario, 1980: Third OISE Survey*. Toronto: Ontario Institute for Studies in Education, 1981.
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- Review of programs of faculties of education.
- In-service and pre-service programs in guidance and counselling.

- For the following recommendations co-operative action with other bodies would be required. Implementation of some items, such as Recommendation 47, may involve considerable cost, others, such as Recommendation 72, should have little cost.
- Note: The timeline for this set of recommendations would be 1982 to 1985.
- Correspondence Education Section and TV Ontario and the production of alternative courses.
- Alternative schools and programs.
- Impact of court decisions on school boards.
- Development of specific plans for dealing with the impact of declining enrolment on school staffing.
- Sharing of facilities between separate school boards and public school boards.
- Incentives to encourage sharing referred to in Recommendation 90.
- More adequate preparation of teachers who will be instructing in schools where Native children are enrolled.
- Study of the role of private schools in Ontario.
- The granting of credits for religious education.

#### Short Term — Long Term (1982-1990)

The recommendations listed below are all related to the Ontario Secondary School Diploma (OSSD) organization which must be undertaken in sequence and on a timetable over 8 years. Considerable cost will be involved.

- Single diploma called the Ontario Secondary School Graduation Diploma (OSSD).
- OSSD achievable by the majority of students by the end of Grade 12.

- Curriculum guidelines and resource documents to follow Kindergarten to Grade 6 and Grade 7 to 12 pattern.
- Time allotments for the various subjects in Grades 7 and 8.
- Three levels of difficulty — basic, general and advanced for Grade 9 to 12 courses.

- 30-hour credit unit for Grade 9 to 12 courses.
- All subjects in Grades 9 to 12 placed in compulsory or elective groups.

- Credit distribution (120 credits) for OSSD.

#### Intermediate Term — Long Term (1985-1990)

The following recommendations must either await outcomes of other recommendations or will have implications which will require very careful consideration.

- Programs provided by school boards in both national languages.
- Provision for reasonable time for curriculum guideline implementation.
- Future up-dating of curriculum guidelines.

- Ontario Assessment Instrument Pool.

- Curriculum co-operation through the Council of Ministers of Education, Canada.

- Different board structures regarding French language education.

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- Commission on Declining School Enrolments in Ontario. *Final Report: Implications*.



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#### Meeting Dates of the Committees

##### Steering Committee

12. December 10, 11 1980
13. January 27 1981
14. March 2 1981
15. April 8 1981
16. June 22 1981
17. July 9, 10 1981
18. August 20, 21 1981
19. September 14, 15 1981
20. September 28, 29 1981
21. October 26 1981

#### Evaluation Committee

1. October 2, 3 1980
2. October 23, 24 1980
3. November 6, 7 1980
4. November 17, 18 1980
5. January 8, 9, 10 1981
6. January 22, 23, 24 1981

#### Reaction Committee

1. November 12, 13 1980
2. February 5, 6, 7 1981
3. February 19, 20, 21 1981

#### Design Committee

1. March 4, 5, 6, 7 1981
2. March 16, 17, 18 1981
3. April 1, 2, 3 1981

As well as the above dates, an orientation meeting for all committee members was held on June 16, 1980, and an all-committees meeting was held on April 27, 1981, just prior to the release of the Discussion Paper.

#### Input To The Project

During the Project, pertinent existing studies both from within

and without the province were examined (see Appendix E). Opinions and reactions were sought and informed predictions about future trends were considered.

Written submissions from individuals and organizations were encouraged and considered throughout the project.

About 600 written submissions were received prior to the release of the Discussion Paper and about 4500 written submissions were received subsequent to its release.

Each of these submissions was read, analyzed and summarized for the use of the committee members. As well, summaries of the contents of each submission were placed in the Ministry's computer-based educational research information system (ONTERIS) and are now readily retrievable in a variety of forms.

In addition to written input to the Project, Secretariat members visited about 40 secondary schools throughout Ontario to obtain direct reaction from teachers and students, and responded to about 175 requests to speak to various educational, business, industry, community and other groups.

Some members of the Project committees were invited to participate in school visits, and also undertook speaking engagements during the period of the Project.

## Appendix B

### Time Allotments for Grades 7 and 8

If the Ministry of Education were to propose time allotments for adoption in Grades 7 and 8, the idea would be to suggest minimum times for the common subjects, but allow some flexibility for local programs. The following is one example of the kind of allotments that might be proposed:

First language	At least 15%
Second language	At least 8%
Mathematics	At least 12%
Science	At least 8%
Geography	At least 8% EXAMPLE ONLY!
History	At least 8%
Arts	At least 7%
Family Studies and/or Industrial Arts	At least 7%
Physical and Health Education	At least 7%
Flexible time:	Up to 20%

This 20% for flexible time is to be distributed, subject to any requirements under *The Education Act, 1974*, among the above subjects and other areas such as

• Career Education • Life Skills • Religious Education • Electives

There is no intention to suggest or imply any particular pedagogical style or organization for Grades 7 and 8. Schools may wish to use the rotary system, a block of subjects taught by one teacher, individualized learning, or any other method considered desirable and effective. The policy of indicating recommended time allotments is intended to ensure that each subject receives adequate treatment within the curriculum.

## Appendix C

### Examples of Student Programs

#### Programs leading to the present SSGD and/or SSHGD

The first set of examples of programs include different numbers of credit courses that can be taken towards the earning of the SSGD and/or SSHGD. It is assumed that up to eight courses per year can be scheduled in the day-school timetable. "Spares" or "Study periods" are indicated by \*\*\*\*\* to show that the student has chosen to include a spare period rather than formal class instruction for a part of his/her program.

"Full" indicates a program in which the student has no spares or study periods.

"Minimal" indicates a pro-

gram in which the student has selected the lowest number of courses that will qualify for a diploma and therefore has the maximum number of spares or study periods.

"Moderate" indicates a program that falls between "full" and "minimal".

Example A might be the program of a student taking the majority of courses at the advanced level and planning to proceed, for example, to engineering at a university.

Example B might be

- (a) the program of a student taking most courses at the general level and who wishes, for example, after Grade 12 to become a salesperson or
- (b) the program of a student taking most courses at the ad-

vanced level and who wishes after Grade 13 to take further courses, for example, in the social sciences at a college or university.

Example C might be the program of a student who wishes to seek immediate employment in industry after Grade 12 or go on to a college program.

#### Programs leading to the proposed OSSD

The second set of examples of programs are similar to the first set but are related to the earning of the proposed OSSD. Again, spares or study periods are indicated with asterisks.

Note:

- (a) When comparing examples B

on the two sets of charts, it is clear that the OSSD will require fuller timetables than those required to earn the SSGD. This is intended and is supported by much of the input to the Secondary Education Review Project.

(b) Until the curriculum revision from Grades 7 to 12 recommended in this report is completed, it is difficult to anticipate how timetabling will be affected by the new "short" credits, the revised curriculum guidelines and the requirements for the OSSD.

Example A might be the program of a student who is university-bound and planning to enter engineering. All courses would likely be taken at the advanced level.

Example B might represent a

program at the basic, general or advanced level. If taken at the general level, it could provide entry to a college of applied arts and technology in some programs. If taken at the advanced level, it could provide entry to a university. If taken at the basic level it might require a change in course selection in the last two years to include more work-oriented courses.

Example C might be the program of a student preparing for electrical apprenticeship, who would receive a diploma with an area of concentration in technological studies.

Note: In the examples related to the earning of the OSSD, unless indicated otherwise, all courses are 4-credit courses.

Example A: Full	Example B: Minimal	Example C: Moderate
Grade 9 English French Mathematics Science Geography Music Art P. & H.E.	Grade 9 English Mathematics Science Geography Music Art Family Studies P. & H.E.	Grade 9 English Mathematics Science Geography Drafting/Electrical Shop Sheet Metal/Machine Shop Music P. & H.E.
Grade 10 English French Mathematics Science History Music Art P. & H.E.	Grade 10 English Mathematics Science History Music Art Family Studies P. & H.E.	Grade 10 English Mathematics Science History Computer Science Drafting Applied Electricity P. & H.E.
Grade 11 English French Mathematics Physics Geography Economics Art P. & H.E.	Grade 11 English Mathematics Physics Man in Society Family Studies P. & H.E. *****	Grade 11 English Mathematics Physics Computer Technology Electrical Drafting Electrical Technology P. & H.E. *****
Grade 12 English French Mathematics Chemistry Geography Accountancy Art P. & H.E. SSGD (32 credits)	Grade 12 English Mathematics Biology Urban Studies P. & H.E. *****	Grade 12 English Mathematics Chemistry Computer Technology Electrical Technology Electrical Technology P. & H.E. ***** SSGD (27 credits)
Grade 13 English French Mathematics Mathematics Physics Chemistry Geography Economics SSHGD (8 credits)	Grade 13 English Mathematics Biology Geography Law People & Politics ***** *****	Grade 12 English Mathematics Biology Geography Law People & Politics ***** ***** SSGD (30 credits)

Note: The following examples relate to the earning of the OSSD. Unless indicated otherwise, all courses are 4-credit courses.

Example A: Full	Example B: Minimal	Example C: Moderate
Grade 9 English French Mathematics Science Geography Music P. & H.E.	Grade 9 English (6 credits) Mathematics Science Geography Music Family Studies Life Skills (2) P. & H.E.	Grade 9 English (6 credits) Mathematics Science Geography Drafting/Electrical Shop Sheet Metal/Machine Shop Music (2) P. & H.E.
Grade 10 English French Science History Music Typing P. & H.E.	Grade 10 English (6) Mathematics History Music Family Studies Life Skills (2) P. & H.E.	Grade 10 English (6) Mathematics History Drafting Computer Science Music (2) P. & H.E.
Grade 11 English French Mathematics Mathematics Chemistry Physics Economics P. & H.E.	Grade 11 English Mathematics Physics Geography Economics Family Studies P. & H.E. *****	Grade 11 English Mathematics Physics Computer Technology Electrical Drafting Electrical Technology Economics *****
Grade 12 English French Mathematics Mathematics Chemistry Physics Economics P. & H.E. OSSD (128 credits)	Grade 12 English Mathematics Chemistry Geography History Family Studies P. & H.E. *****	Grade 12 English Mathematics Chemistry Computer Technology Electrical Drafting Electrical Technology Electrical Technology ***** OSSD (120 credits)
		OSSD (120 credits)

## Appendix D

### Related Packages in School Programs

#### The Meaning of "Related Packages"

The term "related packages" is used to identify a particular set of courses which are grouped together by a school for a specific curricular emphasis. Each course within the package would contain one or more components which are directed toward the particular emphasis.

#### School-related Packages

The school-related package is one that is peculiar to the school and does not necessarily and primarily relate to the unique needs of the community, as does a community-related package. For example, a school-related package could be developed in the Arts. Such a package might include courses in the following:

- Visual Arts
  - Music
  - Dramatic Arts or Screen Education and in addition, certain courses in
  - English
  - History
  - Design Studies
  - Introduction to Business (which could include a unit on the Arts as a possible business venture)
- each of which would contain some form of emphasis related to the Arts. Such a package could be a specialty of the school and would be co-ordinated by the teachers involved.

The school, with neighbouring schools as well, might offer a number of packages to meet particular needs and interests of students in the area. In a time of declining enrolments, packages may afford one way to offer a breadth of choice where two or more secondary schools are within reach of the students.

A school-related package may contain only a few courses, for example, Automechanics and Accounting, which could be useful for students who eventually wish to own their own business. Other examples of such packages are as follows:

- Business Studies
- Marketing and Drafting
- Science, Mathematics and Technology
- Electronics and Data Processing
- Social Sciences and Family Studies

#### Community-related Packages

A community-related package is one that relates primarily to a unique need or feature in the community. One intent of such a package would be to assist students to prepare for local employment, particularly in areas where a single industry is dominant. For example, in parts of Northern Ontario a school may establish a "Forestry Package". Such a package may or may not include specific courses in Forestry, but would, in a number of courses, contain components that would focus on the forest products industry. Core units in the subjects within the package would remain within the framework of the respective guidelines, but optional units could be adapted to apply to the local industry in an extensive manner, perhaps as follows:

- English:  
units might be devoted to forestry

terms, reports, articles, stories, poems, etc.

#### • Mathematics:

units might be developed on quantities of materials processed, costs of various operations, payroll deductions, speeds or rates at which some industrial functions take place, etc.

#### • Social Sciences:

units might be designed related to the history, geography, and social implications of the forestry industry.

#### • Science:

units related to environmental concerns, physical, chemical and biological processes, measurement techniques, quantity and quality control, and other scientific features of the industry might be studied.

Many other aspects of the industry could be introduced in the community-related package, particularly in technological and business courses in which specific applications of course units to local industry practices could be undertaken.

An essential feature of the community-related package would be the joint involvement of the school and community. Personnel in the industry or business would participate in the development of the package and perhaps to some extent in its implementation. Such a package would lend itself admirably to the process of Co-operative Education.

Where optional units within courses deviate appreciably from curriculum guidelines, approval would be required to establish the program as an experimental package.

## Appendix E

### Selected Bibliography

In addition to documents listed in the References, the following served as resource material for the Secretariat and for deliberations of the Project Committees.

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## Remarks by The Honourable Bette Stephenson, M.D. Minister of Education Minister of Colleges and Universities To a press conference on the release of The Secondary Education Review Project Monday, November 16, 1981

I would like to thank Duncan Green and all those who contributed to the work of the Secondary Education Review Project. It was an enormous undertaking and I am well pleased with the many practical approaches that the report has taken in mapping out possible new avenues for Ontario's secondary school system for the Eighties and beyond.

I established the Secondary Education Review Project in April, 1980, for the purpose of conducting a thorough study of the province's secondary school system. In particular, I asked the Project to focus on the credit system, content and organization of the curriculum, standards and discipline, and the role of the school in preparing students for employment.

In all, the Project received about 5,000 written submissions in the form of briefs, individual letters, form letters and petitions. The widest possible consultation was undertaken and now that process is complete.

In receiving the report, I was delighted to note that several of the 98 recommendations already have been implemented or soon will be.

The report, for example, recommended that we continue the present policy with respect to co-operative education courses and that school boards be required to establish procedures which would allow for the participation of employers and labour representatives in the development of work oriented programs.

In accordance with another recommendation, we already have established procedures to enable students and adults to re-enter the secondary schools to continue and to enhance their education.

The process of opening the doors at all levels of education will become an integral part of our educational system for the years to come. In past years, we have tended to create unnecessary barriers and divisions between the various components and levels of education.

In the future, however, it

should be possible for a student at any age to move at his or her own pace either on a lateral or vertical basis throughout the system.

We must be prepared for new work and career realities in which today's secondary school student may face up to five or six different vocations in a lifetime. Now, more than ever before, this new career mobility will call for a much greater melding of skills training and education.

In my view, therefore, we have to ensure that the objectives of the various education components — secondary schools, skills and manpower training, community colleges and universities — complement one another in flexible ways. We must ensure that they fit.

In this context, then, I am instructing officials of the Ministry of Education and the Ministry of Colleges and Universities to conduct a very careful examination of the recommendations contained in the Secondary Education Review Project.

As you know, we are currently studying a number of documents and reports for policy formation early in the new year. Among them is a major study of growth in the community colleges, three federal reports on skills training and labour market problems, and Ministry reports on Polytechnic Education in Ontario; the Third System, which deals with continuing education, and the extremely important document on the Future Role of the Universities.

The objectives detailed in the recommendations of the Secondary Education Review Project will be studied in relationship to the other components of the educational system to ensure that they function as a bridge.

And then, if on critical examination we find that the recommendations will improve the learning experience of young people within our secondary school system, there is no doubt in my mind that the principles contained in the Secondary Education Review Project will be supported.



## REPORT of the Secondary Education Review Project

